

Department of Energy



Competitive Sourcing Program Guidebook for Human Resources

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**Competitive Sourcing Program Guidebook
for Human Resources**

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INTRODUCTION

Background

Competitive Sourcing is one of the Administration's five President's Management Agenda initiatives designed to make the government more cost-effective, while encouraging innovation in its operation. Like all federal agencies, DOE has been tasked by the President to work toward subjecting 50 percent of positions performing commercial activities to public-private competition. The resulting competitions will determine whether to have these activities performed in-house by DOE employees in a more efficient way, to arrange to have them provided by another federal agency, or to contract-out the functions to the private sector. Experiences elsewhere in the federal government demonstrate that these competitions will lead to significant cost savings, whether competitions are won by more efficient federal organizations or the private sector.

The Secretary has designated lead responsibility for the DOE Competitive Sourcing Program to the DOE Competitive Sourcing Executive Steering Group. This group is chaired by the **Director, Office of Management, Budget, and Evaluation/CFO** and includes representatives from organizations whose support is needed for the success of this initiative, including the Under Secretary for Energy, Science and Environment, the Under Secretary for Nuclear Security, General Counsel, Congressional and Intergovernmental Affairs, Public Affairs, affected line organizations, and representation from our bargaining units. To assist with managing this effort day-to day, the Secretary also established the DOE Office of Competitive Sourcing/A-76 within the Office of Management, Budget, and Evaluation/CFO.

The Competitive Sourcing Program will likely bring about significant changes in the way that DOE conducts its operations. This program and the resulting changes will have a significant impact on DOE employees. For those organizations that win their competition, new business operations may require a smaller workforce with different skills; some employees may lose their jobs, and those employees left will have to learn to work in a new way. If the private sector wins the competition, federal employee transition to new positions can be daunting.

Human Resources (HR) plays a key role in helping DOE facilitate this change. The expertise of HR is needed as the Department prepares to implement the competitive sourcing initiative and also to support individual A-76 Studies/Competitions.

DOE began competitions/A-76 studies on approximately 1,000 government positions in FY02.

Read the memorandum establishing the DOE Competitive Sourcing Program at <http://www.ma.mbe.doe.gov/a-76/ann1.htm>

*"It is not the strongest of the species that survives, not the most intelligent, but rather the one most responsive to change."
—Charles Darwin*

Purpose of this HR Guidebook

This purpose of this HR Guidebook is to provide HR Specialists an understanding of the key role they play in the success of the DOE Competitive Sourcing Program. It is designed to supplement the *DOE Competitive Sourcing Program Guidebook (CS Guidebook)* with information, strategies, and tips at each step of the A-76 Study/Competition process that are specific to DOE HR involvement. In addition, while the *CS Guidebook* focuses on the competitive sourcing process with the role of the HR Specialist as an **advisor**, this HR Guidebook also includes the more substantial and **proactive** role of HR professionals in managing human capital resources during the broader aspects of the competitive sourcing initiative.

How to Use this HR Guidebook

The guidebook is written to be a user-friendly desk reference book. The chapters are organized according to the major process steps in the Competitive Sourcing/A-76 process. Each chapter contains an overview of the process step, a description of the key HR tasks associated with that process step, a task checklist for easy reference, and related frequently asked questions. Accompanying chapters are helpful hints and web-links to more detailed information on given subjects.

The tasks and directions listed in this HR Guidebook are not exhaustive, and HR Specialists should consult appropriate legal and regulatory references as needed. This HR Guidebook is intended to be a living document, so check back often to see what is new. Your questions and comments about the material in the HR Guidebook are welcome; they should be sent to **Robin Topolski (robin.topolski@hq.doe.gov)** in the DOE Office of Competitive Sourcing/A-76. All questions will be answered via email either by the site contact or an appropriate subject matter expert. Your questions, comments, and testimonials may also be added to the Human Capital Management (HCM) web page so that others may learn from “real world” experiences.

Impact of the Revised OMB Circular No. A-76

As of the writing of this HR Guidebook, the Office of Management and Budget (OMB) Circular No. A-76, the policy document that governs the competition process, is being revised. In 2001, the Congress convened the Commercial Activities Panel to review the public-private competition process. The major finding of this panel was that public private competition works to improve government. To improve the competition process, they recommended that rules that govern competitions be more aligned with the Federal Acquisition Regulation, the time to complete competitions be reduced, and the appointment of competition officials, including the Human Resources Advisor.

This HR Guidebook will be updated upon issuance of the Circular in its final form; however, the basic HR responsibilities and tasks outlined in this guidebook will not change.

Visit the DOE Office of Competitive Sourcing/A-76 Homepage at <http://www.ma.mbe.doe.gov/a-76/>

The DOE Competitive Sourcing Program Guidebook is available at [not available on line yet].

OMB Circular No. A-76 is available at <http://www.whitehouse.gov/omb/circulars/a076/a76111402.pdf>

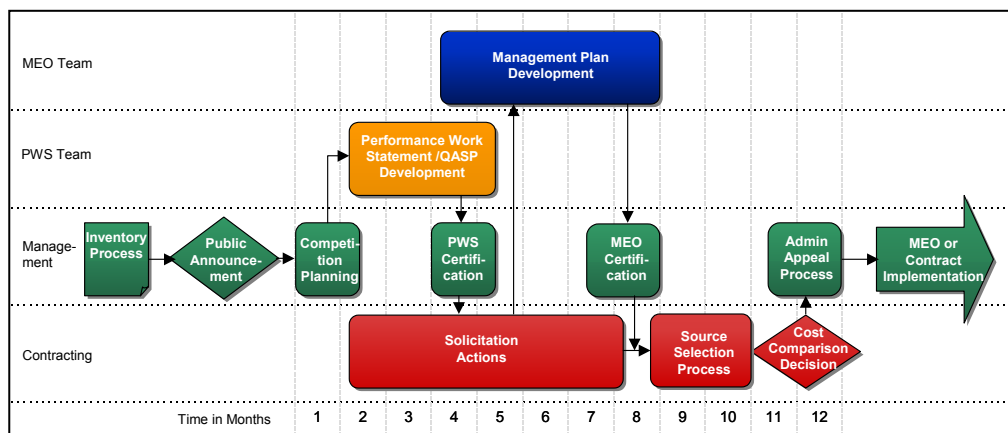
COMPETITIVE SOURCING OVERVIEW

Simply stated, competitive sourcing is an *acquisition process* that compares private sector and government costs to determine the most cost-effective way for the government to "buy" services.

Competitive sourcing is conducted using a formal, standardized public-private competition process mandated by the *Office of Management and Budget (OMB) Circular No. A-76, Performance of Commercial Activities*. This competition process is most commonly referred to as an "A-76 Study;" but the terms "commercial activities study," "competition," "cost comparison," or "competitive sourcing" are also used interchangeably. The outcome of the competition is the determination of whether it is more cost-effective for a commercial activity or function to be performed by a private sector source, by an in-house government workforce, or by a public reimbursable (another agency) source.

The DOE Competitive Sourcing Process is presented in Figure 1. The process flow chart shows the basic process steps and who is responsible for performing them; e.g., management, contracting, or the Functional Area Study Teams—the Performance Work Statement (PWS) Team or the Most Efficient Organization (MEO) Team.

Figure 1
DOE Competitive Sourcing Process



The competitive sourcing process may be confusing at first with many new acronyms and terms that are unfamiliar; therefore, this HR Guidebook will walk through each process step giving an overview and reference additional sources for more detailed information. The HR Specialist will be comforted to know that although the competitive sourcing process may be new, the HR Specialists responsibilities and tasks associated with competitive sourcing are very familiar.

The competitive sourcing process begins with preparing an inventory of government functions to determine which "commercial" functions are candidates for competition. After

OMB Circular A-76 is the policy that governs the public-private competition process. It is available at http://www.whitehouse.gov/omb/circulars/a076/a76_11402.doc

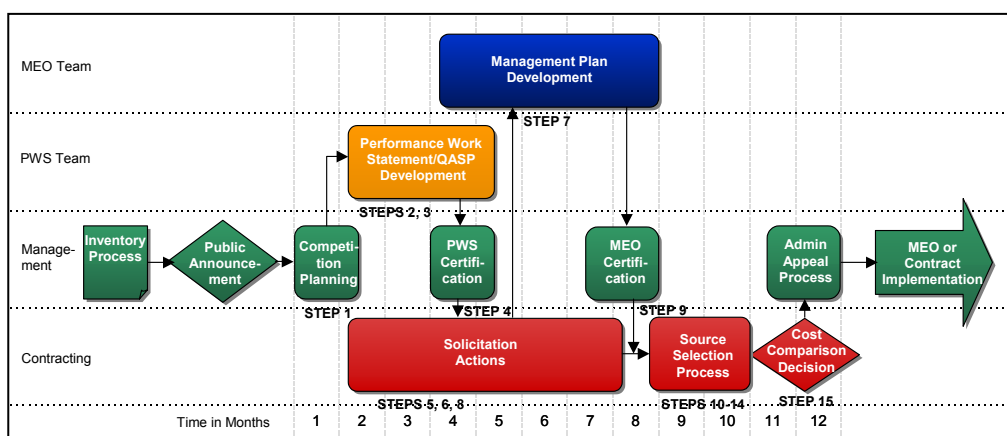
Find definitions of common terms and acronyms in Appendix A: Glossary of Terms and Acronyms.

evaluating the candidates, the Department publicly announces those functions that will be studied or competed in an A-76 Study/Competition. The Department assigns a Functional Area Study Team (FAST) Leader to lead the A-76 Study/Competition and the FAST Leader selects a Functional Area Study Team (FAST) to conduct the study. The Department's work requirements are developed by the FAST's Performance Work Statement (PWS) Team and documented in a performance-oriented Statement of Work. The FAST's Most Efficient Organization (MEO) Team develops the government's Management Plan and bids/offers to perform the work. The contracting office solicits bids/offers from the private sector and publicly reimbursable sources to compare them to the government's bid to determine the winner of the competition. Ultimately, the decision is made based on cost.

The DOE Office of Competitive Sourcing/A-76 has developed the *DOE Competitive Sourcing Program Guidebook (CS Guidebook)* as a comprehensive step-by-step guide for conducting A-76 Studies/Competitions. It is designed for the FAST Leader and the FAST PWS and MEO Teams and is not intended to provide policy, but is intended to provide guidance to enable A-76 Studies/Competitions to be completed in an efficient and successful manner.

The *CS Guidebook* organizes the A-76 Study/Competition process into 15 specific steps beginning with competition planning and ending with the cost comparison decision, identifying important milestones throughout the process. Figure 2 shows the competitive sourcing process flow chart with the corresponding *CS Guidebook* steps.

Figure 2
DOE Competitive Sourcing Program Guidebook 15-Step Process



STEP 1: Plan for Commercial Activities Study
STEP 2: Develop PWS and QASP
STEP 3: Review and Revise PWS and QASP
STEP 4: Obtain Higher Level Approval of PWS and QASP
STEP 5: Conduct Pre-solicitation Actions
STEP 6: Prepare and Issue Solicitation
STEP 7: Develop the Management Plan
STEP 8: Respond to Solicitation
STEP 9: Perform Independent Review

STEP 10: Evaluate Proposals
STEP 11: Obtain Pre-negotiation Clearance Approval
STEP 12: Conduct Discussions with Offerors
STEP 13: Obtain Final Clearance Approval for Selection of Best Value Contractor Proposal
STEP 14: Compare Government and Contractor Proposals
STEP 15: Announce Tentative Decision

Visit the DOE Office of Competitive Sourcing/A-76 Homepage at:
<http://www.ma.mbe.doe.gov/a-76/>

The DOE Competitive Sourcing Program Guidebook is available at [not available on line yet].

HUMAN RESOURCES ROLE IN THE COMPETITIVE SOURCING PROCESS

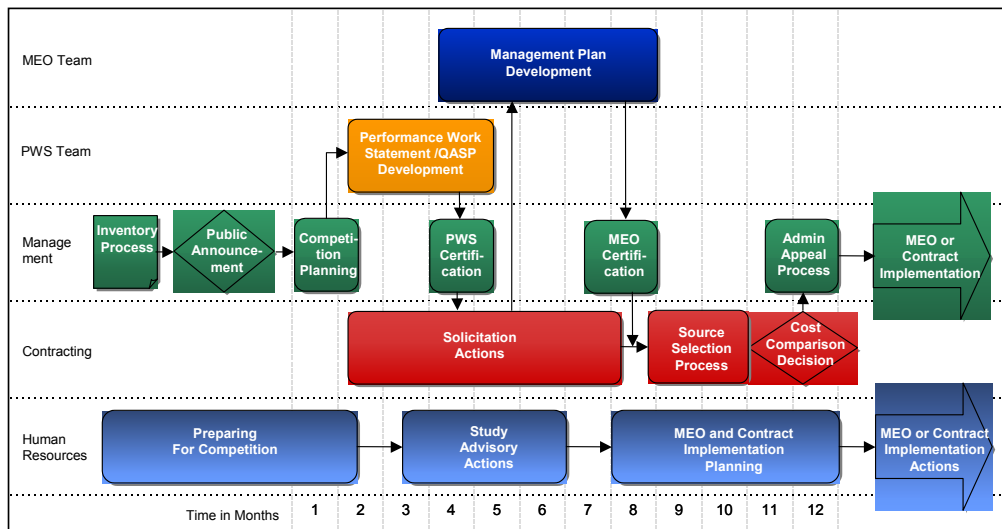
Human Resources' (HR) role in the competitive sourcing process does not directly correspond with each step in the DOE competitive sourcing process flow chart or the CS Guidebook's 15-Step process. HR's role is actually broader in scope and encompasses actions that are overlapping and ongoing during the competitive sourcing process.

For simplicity, the HR Specialist responsibilities and tasks can be broken into four main categories:

- A. Preparing for Competition
- B. Study Advisory Actions
- C. MEO and Contract Implementation Planning; and
- D. MEO or Contract Implementation Actions

These four categories are shown on the process flow chart in Figure 3. Using the flow chart it is easy to see how the HR responsibilities and tasks overlap multiple steps in the competitive sourcing process.

Figure 3
Human Resource Role in the Competitive Sourcing Process



Most of the responsibilities and tasks associated with these four categories will be very familiar to the HR Specialist as common personnel actions; however, when and how they are performed may require thinking more as a business consultant first and a traditional HR Specialist second. Initially, management may not be aware of how HR Specialist expertise can help achieve a successful competitive sourcing effort, so it is a good idea to be proactive in providing support. Perhaps the most compelling reason for HR Specialists to be proactive in supporting the competitive sourcing effort is for early identification of issues so that they may be discussed and resolved well in advance of making final decisions. The HR Specialists

active involvement is key to ensuring a smooth transition through these organizational changes.

HR Specialists also have a responsibility to know and understand the competitive sourcing process so they can provide timely, accurate, and complete information about the process to management and employees. Misinformation is often the primary cause of undue fear and anxiety among federal employees. Presenting a message that is uniform and consistent throughout DOE will contribute greatly to the Competitive Sourcing Program's success.

Understanding that the Office of Competitive Sourcing /A-76, the Functional Area Study Team (FAST) Leader, and the Functional Area Study (FAS) Team will be thinking of the process in terms of the competitive process steps above, this HR Guidebook is set up in chapters that correspond with the basic process steps. The chapters are:

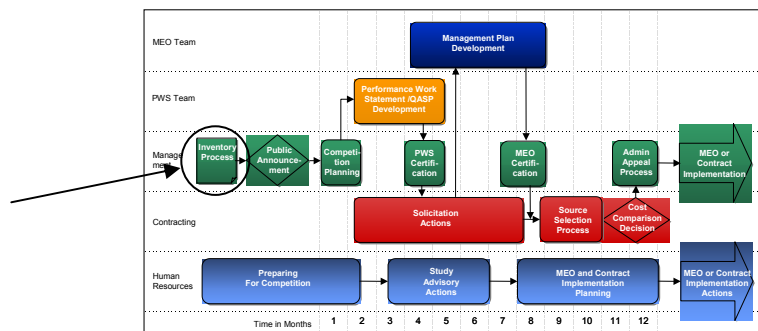
- Inventory Process
- Public Announcement
- Competition Planning
- Performance Work Statement and Quality Assurance Surveillance Plan Development
- Solicitation Actions
- Management Plan Development
- MEO Certification
- Source Selection Process
- Cost Comparison Decision
- Administrative Appeal Process
- Most Effective Organization or Contract Implementation

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Guidebook is available at
[not available on line yet].*

INVENTORY PROCESS



Inventory Process Overview

The Office of Management and Budget (OMB) requires all agencies to annually inventory activities or functions performed by federal employees and categorize them as either **commercial** or **inherently governmental**. The foundation of this requirement is the Federal Activities Inventory Reform Act of 1998, or FAIR Act, which requires all agencies to submit a complete inventory of all federal employees, reported by full-time equivalents (FTE), that perform commercial activities.

In the FAIR Act inventory, the commercial activities are categorized by function codes and reason codes. The function codes represent a standardized way to describe activities; codes are A through Z (e.g., W is Automated Data Processing, W500 is Data Maintenance, W600 is Data Operations). The reason codes are A through I for commercial functions and indicate the availability of the function for A-76 Study/Competition. Reason code Z is used to identify inherently governmental functions that are not available for A-76 Study/Competition.

The FAIR Act inventory is due to OMB by June 30th of each year. After submission, OMB reviews each agency inventory, consults with the agency regarding the content of the inventory, and then publishes a notice in the *Federal Register* that annual agency inventories are available. The agency then makes the inventories available to Congress and the public. After public notification in the Federal Register, an **interested party** has 30 working days to challenge in writing the inclusion or exclusion of FTE as commercial.

Beyond OMB and Congressional reporting, DOE uses the FAIR Act inventory to assist in the identification of candidates (functional areas) for A-76 Study/Competition.

Inventory Process Description of Key Tasks

In DOE, the HR Specialist does not participate directly in compiling or submitting the FAIR Act inventory. However, it is important that the HR Specialist understand that on-going, day to day HR responsibilities contribute directly to the agencies ability to prepare an accurate inventory of activities. Management may request HR support in updating position descriptions.

The DOE Office of Competitive Sourcing/A-76 may request HR's input to assist in identifying functions for A-76 Study/Competition and to plan for HR resources necessary to support the A-76 Studies/Competitions. This input will become more important as the Department has multiple A-76 Studies/Competitions underway

The seven HR tasks listed in this chapter support the inventory process and help the Department prepare for conducting the A-76 Studies/Competitions.

HR TASKS:

- A. Prepare for Competition
- B. Study Advisory Actions
- C. MEO and Contract Implementation Planning
- D. MEO or Contract Implementation

A. Prepare for Competition:

A-1. Work with management to ensure that all position descriptions are up-to-date and reflect work the employee is currently performing

Current, accurate position descriptions will save time in identifying functional areas for A-76 Study/Competition and in conducting the A-76 Study/Competitions.

Having current position descriptions (PDs) is not a new requirement and is the on-going goal of management. However, the reality is that many PDs are out-of-date and do not reflect the work the employee is currently performing. Since out-of-date PDs do not have an impact on day-to-day operations, management may not be aware of the importance of accurate PDs to the inventory process. The Competitive Sourcing Executive Steering Group, the Office of Competitive Sourcing/A-76, and managers rely on the inventory to identify functions for study. If this inventory is incorrect, then management may identify positions/functions for study that do not make good business sense—i.e., discourage competition, provide little cost savings, prolong study process, or impact mission capability.

In addition to compiling the inventory, PDs, when accurate, provide invaluable data to the Functional Area Study Teams for developing the Performance Work Statement (PWS) and for developing the Most Efficient Organization. Having the PDs up-to-date and accurate will save considerable time during the A-76 Study/Competition.

A-2. Review position descriptions to ensure that classification is correct and applied consistently

Similarly to A-1, accuracy in the position classification is very important. Often when the Office of Competitive Sourcing/A-76 is evaluating the inventory, an occupational series may provide the basis for identifying a similar group of positions as a candidate for A-76 Study/Competition. If the classification is inaccurate, has not been applied consistently, or does not reflect the latest standards, a group of positions may be identified that really do not fit together in a business unit.

A-3. If requested, provide input for identifying and packaging positions for the upcoming A-76 Studies/Competitions

After the inventory process is complete, the Competitive Sourcing Executive Steering Group, the Office of Competitive Sourcing/A-76, and managers will need to make decisions about what positions/functions should be studied. It is at this point, **prior to A-76 Study/Competition announcement** that HR may be asked to provide input for identifying and packaging positions for study. Identifying positions and study timelines should take into account HR actions that will need to occur and the HR resources necessary to conduct these actions. HR input should consider:

The potential for employee attrition after public announcement and its impact on meeting mission requirements; options for using temporary or term employees

Identifying employee options such as early out, buy-out, and retirement **prior** to making decisions about what positions should be studied; the results of these actions may influence how and what should be studied

The effects of conducting multiple A-76 competitions on available HR resources needed to conduct HR actions to meet regulatory timelines for completing A-76 studies, (e.g., many government MEOs are not able to meet their transition timeline because HR actions are delayed; under the proposed revisions to the circular, OMB will be holding MEOs accountable for meeting their proposed transition timelines.)

HR TASKS:

- | |
|--|
| <i>A. Prepare for Competition</i> |
| <i>B. Study Advisory Actions</i> |
| <i>C. MEO and Contract Implementation Planning</i> |
| <i>D. MEO or Contract Implementation</i> |

A-4. Identify and plan for HR resources to support planned A-76 Studies/Competitions

As the DOE Competitive Sourcing initiative matures, there will be multiple A-76 Studies/Competitions on-going at various stages of completion. HR needs to assess the availability of HR Specialists to support these A-76 Studies/Competitions. HR will need to evaluate program requirements, identify related work requirements, and budget appropriately to provide the necessary HR support.

HR will need to consider the size of the A-76 Studies/Competitions and potential conflict of interest for HR personnel supporting both the Performance Work Statement Team (PWS) Team and the Most Efficient Organization (MEO) Team. The potential for conflict of interest will be addressed in more detail in the chapters on the Performance Work Statement and the Management Plan. HR support to A-76 Studies/Competitions can be provided a variety of ways depending on the nature of HR involvement and the availability of HR resources. Appendix C: HR Support to A-76/Competitions presents a few options.

A-5. Identify and plan to implement options, such as early out, buy-out, and retirement, etc., that can be made available to employees prior to decisions on planned A-76 Studies/Competitions

The use of options such as early out, buy out, and retirement should be considered when making decisions on which functions should be subject to A-76 Study/Competition and how and when they should be studied. HR should be able to provide management with information to enable them to understand the impacts of implementing these options prior to study announcement or after study announcement so that they can make good business decisions.

A-6. Collect and prepare HR and financial data to support the Competitive Sourcing Program

The Competitive Sourcing Program initiative is not a one-time event; it represents an ongoing initiative. To increase the effectiveness of HR responsiveness to the Office of Competitive Sourcing/A-76 and the Functional Area Study Teams, HR should work with budget personnel in collecting and maintaining the following data:

- Data for calculating one-time conversion costs; i.e., relocation costs, retraining costs, statistics on personnel who take different options, etc.
- Recruiting timelines and costs
- Early-out, buy-out costs, outplacement costs, severance costs

A-7. Plan for Competitive Sourcing Training for all HR personnel

All HR personnel should have a basic training in Competitive Sourcing so that they can answer employee questions correctly or and consistently. HR Specialists who are assigned to support individual A-76 Studies/Competitions may benefit from attending training along with the FAST.

HR TASKS:

- | |
|---|
| <i>A. Prepare for Competition</i> |
| <i>B. Study Advisory Actions</i> |
| <i>C. MEO and Contract Implementation Planning</i> |
| <i>D. MEO or Contract Implementation</i> |

Inventory Process Checklist of HR Tasks

	INVENTORY PROCESS: KEY TASKS		√
A. PREPARE FOR COMPETITION	A-1. Work with management to ensure that all PDs are up-to-date and reflect work the employee is currently performing	Department-wide	
	A-2. Review PDs to ensure that classification is correct and applied consistently	Department-wide	
	A-3. If requested, provide input for identifying and packaging positions for the upcoming A-76 Studies/Competitions	Department-wide	
	A-4. Identify and plan for HR resources to support planned A-76 Studies/Competitions	Department-wide	
	A-5. Identify and plan to implement options, such as early out, buy-out, and retirement, etc., that can be made available to employees prior to decisions on planned A-76 Studies/Competitions	Department-wide	
	A-6. Collect and prepare HR and financial data to support the Competitive Sourcing Program	Department-wide	
	A-7. Plan for Competitive Sourcing Training for all HR personnel	Department-wide	

Frequently Asked Questions

What is the FAIR Act?

In October 1998, President Clinton signed into law the "Federal Activities Inventory Reform Act of 1998" (Public Law 105-270), commonly referred to as the FAIR Act. This law requires all executive agencies submit to Congress an annual listing or inventory of activities that are commercial activities, or not inherently governmental, and to make this inventory available to the public. Not all commercial activities are subject to competition. The FAIR Act inventory identifies DOE commercial activities by organizational unit, city, state, reason code (classification of commercial activities into various categories ranging from available for competition to exempt from competition), function code (type of work performed), and year initially posted in the inventory. The DOE FAIR Act inventory can be found at <http://www.ma.mbe.doe.gov/a-76/>.

What is a commercial activity?

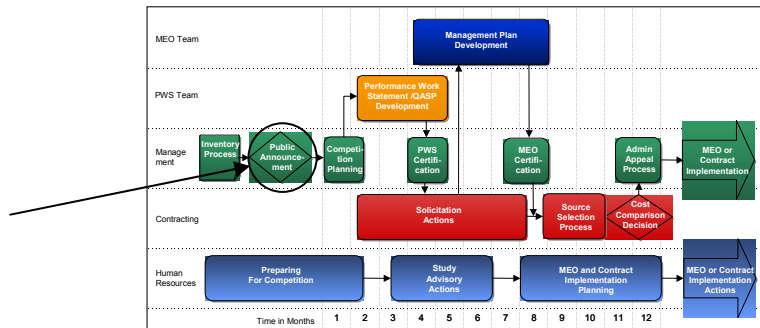
"A commercial activity is one which is operated by a Federal executive agency and which provides a product or service that could be obtained from a commercial source."—OMB Circular A-76. In general, a commercial activity is one that can be found in the yellow pages of a telephone book. Appendix A of the OMB Circular A-76 contains a list of examples of commercial activities. Each agency is required to conduct an inventory of its commercial activities and to post the inventory for public review.

What is inherently governmental?

As defined in the OMB Circular No. A-76, "An inherently governmental activity or function is a function which is so intimately related to the public interest as to mandate performance by government employees. Consistent with the definitions provided in the Federal Activities Inventory Reform Act of 1998 and OFPP Policy Letter 92-1, these functions include those activities which require either the exercise of discretion in applying government authority or the use of value judgment in making decisions for the government. Services or products in support of inherently governmental functions, such as those listed in Attachment A [of the OMB Circular No. A-76], are commercial activities and are normally subject to this Circular. Inherently governmental functions normally fall into two categories:

- The act of governing; i.e., the discretionary exercise of government authority. Examples include criminal investigations, prosecutions and other judicial functions; management of government programs requiring value judgments, as in direction of the national defense; management and direction of the Armed Services; activities performed exclusively by military personnel who are subject to deployment in a combat, combat support or combat service support role; conduct of foreign relations; selection of program priorities; direction of Federal employees; regulation of the use of space, oceans, navigable rivers and other natural resources; direction of intelligence and counter-intelligence operations; and regulation of industry and commerce, including food and drugs.
- Monetary transactions and entitlements, such as tax collection and revenue disbursements; control of the Treasury accounts and money supply; and the administration of public trusts."

PUBLIC ANNOUNCEMENT



Public Announcement Overview

Public Announcement is when the Department officially notifies federal employees that certain functions will be subjected to an A-76 Study/Competition. This announcement is usually well orchestrated to prevent any release of information prior to the official announcement.

Shortly after this announcement, managers are typically bombarded with questions about an employee's specific situation that only HR can answer. This is usually when managers and employees first contact the HR Office for support.

Public Announcement also encompasses a preliminary planning period when final decisions are made as to what functions will be included in the A-76 Study/Competition and preparations for the competition begins. Preliminary planning is critical to ensure that the competition can be conducted in compliance with the Circular. It is at this time that the Competitive Sourcing Executive Steering Group appoints the Functional Area Study Team (FAST) Leader.

Public Announcement Description of Key Tasks

It is during this time that HR prepares to support individual A-76 Studies/Competitions and supports the FAST Leader in making the Public Announcement on the FAST in preliminary planning.

A. Prepare for Competition:

A-8. Identify/assign HR Specialist to act as primary point of contact for HR support to the A-76 Study/Competition

It is important that the FAST Leader have one primary point of contact at HR for supporting the A-76 Study/Competition. This provides a direct line of communication between the FAST and HR; this can save time, provide continuity of support, and help mitigate the risk of conflict of interest violations. The potential for conflict of interest will be addressed in more detail in the chapters on the Performance Work Statement and the Management Plan. Appendix C of this guidebook provides some options for how HR can provide support.

In most cases, diversion of HR Specialists from their regular duties will be temporary or intermittent as support is required. However, for large A-76 Studies/Competitions, some process steps may require full-time effort. In making assignments, it is also important to consider that a typical A-76 Study/Competition may last anywhere from 12 to 18 months, or longer.

HR TASKS:

- A. Prepare for Competition
- B. Study Advisory Actions
- C. MEO and Contract Implementation Planning
- D. MEO or Contract Implementation

A-9. Meet with Functional Area Study Team (FAST) Leader to discuss HR support to the A-76 Study/Competition

Upon notification of an A-76 Study/Competition, the assigned HR Specialist should meet with the FAST Leader to discuss the HR Specialist's role. Topics to discuss should include:

- Implications and importance of early HR involvement in the A-76 Study/Competition, including answering employee's questions during Public Announcement
- Significance of regulatory timelines; not to inhibit the process, but rather to ensure the A-76 Study/Competition meets deadlines including MEO implementation
- The HR organization as an important resource to the MEO Team for HR issues; i.e., determining personnel costs, employee retraining, and writing and classifying position descriptions
- The HR organization's ability/capability to support the overall effort and recommendations as to how the HR Specialist can best provide needed support

The HR Specialist's roles and responsibilities in accomplishing task identified in this HR Guidebook. Review of the checklist in Appendix B: Summary of Key Tasks would provide an overview of the tasks.

A-10. Identify employees who are affected by the A-76 Study/Competition

Although this sounds simple and straightforward, clearly identifying who is in the A-76 Study/Competition can be difficult. Often when a function is going to be announced for study, the number of positions is taken directly from the FAIR Act inventory. The FAIR Act inventory does not identify positions with employee names, and, when finally announced, the FAIR Act inventory may now be out-of-date because staffing changes have subsequently occurred in the organization.

In addition, the affected employees may include employees who are not directly under the A-76 Study/Competition. Employees not under study, but in the competitive area, may be directly affected by the outcome of the study. FAST Leaders will need to make decisions about which employees are "affected" and need to be at public announcement or need information regarding the study.

A-11. Assist the FAST Leader in understanding employee rights, responsibilities, and involvement in the A-76 Study/Competition

The FAST Leader will rely on the HR Specialist to provide general and specific information about employee rights, responsibilities, and involvement in the A-76 Study/Competition. This information can vary from function to function and from study to study depending on the types of positions—full-time, part-time, intermittent, temporary; wage grade or general schedule; retirement eligibility; retirement plan, and if they are part of a union bargaining unit.

If possible, general information on employee rights and responsibilities should be made available immediately following the public announcement. Employees should be given directions on how to obtain information that pertains to their individual situation.

A-12. Assist the FASTL in understanding bargaining unit involvement in the A-76 Study/Competition

Bargaining unit involvement during the A-76 Study/Competition may reduce or eliminate the need for impact and implementation bargaining, thus expediting completion of the process. Many previous A-76 Study/Competitions have found that bargaining unit

involvement, even beyond that required by statute, improves the overall conduct of the A-76 Study/Competition since it facilitates management and labor working together.

The outcome of an A-76 Study/Competition can significantly affect employees and their current job responsibilities. It is a good idea to notify the affected bargaining unit representative before an A-76 Study/Competition begins and provide them with frequent status reports throughout the process. Most bargaining unit representatives will want to be involved in the process and will expect to have the opportunity to bargain over negotiable areas. FAST Leader must ensure compliance with applicable provisions of negotiated bargaining unit agreements, and they also must act to maintain sound relationships with bargaining units and the employees they represent. One way to do this is to engage bargaining unit representatives in the process through established labor-management partnerships.

Consider advising local bargaining unit representatives well in advance of planned A-76 Studies/Competition and provide them with information on:

- The functions involved
- The number and types of positions that may be affected
- The timing of major milestones
- The A-76 competition procedures
- Other information necessary to allow bargaining unit officials to fulfill their obligation to represent the bargaining unit

The Federal Labor Management Relations Statute, Title 5, Part III, Subpart F, Chapter 71, Section 7106(a) states that management retains the right to make determinations, in accordance with applicable laws, with respect to A-76 Study/ Competitions. While many decisions in the A-76 Study/Competition are not subject to negotiation, bargaining unit representatives may request bargaining over the impact and implementation of those decisions.

The HR Specialist is encouraged to involve labor relations specialists to assist in determining employee rights under bargaining unit agreements and to communicate with the bargaining units and employees.

A-13. Prepare for Public Announcement

Completion of A-8, A-9, A-10, A-11, and A-12 are all necessary to be fully prepared for Public Announcement. In addition, the HR Specialist will need to coordinate with the FAST Leader to determine the HR role in the public announcement. HR's role can be as simple as being on the sidelines to provide support and being available to answer specific HR-related questions, or the HR Specialist may be on the agenda as a speaker with specific topics to present at Town Hall meetings or workforce briefings.

It is very important that management and HR anticipate and prepare to answer general questions from employees immediately after Public Announcement. This time in the A-76 Competition process is probably the one of the most difficult for employees, primarily because they do not have the facts and have probably heard lots of rumors and misinformation about the process. Employees will benefit from simply stated, straight-forward, consistent information at this time in the competitive sourcing process to allay their fears. The FAST Leader may choose to conduct Town Hall meetings or workforce briefings to encourage two-way communication between management and employees.

A-14. Attend Town Hall meetings for employees

It is important for the HR Specialist supporting the A-76 Study/Competition to be at any employee meetings, such as Town Hall and workforce briefings, to answer HR-related questions.

Public Announcement Checklist of Key Tasks

	PUBLIC ANNOUNCEMENT: KEY TASKS		√
A. PREPARE FOR COMPETITION	A-8. Identify /assign HR Specialist to act as primary point of contact for HR support to the A-76 Study/Competition	Study specific	
	A-9. Meet with Functional Area Study Team Leader (FASTL) to discuss HR support to the A-76 Study/Competition	Study specific	
	A-10. Identify employees who are affected by the A-76 Study/Competition	Study specific	
	A-11. Assist the FASTL in understanding employee rights, responsibilities, and involvement in the A-76 Study/Competition	Study specific	
	A-12. Assist the FASTL in understanding Bargaining unit involvement in the A-76 Study/Competition	Study specific	
	A-13. Prepare for Public Announcement	Study specific	
	A-14. Attend Town Hall meetings for employees	Study specific	

Frequently Asked Questions

What is Competitive Sourcing?

Simply stated, competitive sourcing is an acquisition process that compares private sector and government costs or bids to determine the most cost-effective way for the government to "buy" services. Competitive sourcing involves a formal, standardized process promulgated by the Office of Management and Budget (OMB) Circular No. A-76, *Performance of Commercial Activities*. The outcome of the process is the determination of whether it is more cost-effective for a **commercial** activity to be performed by a private sector source, by an in-house government workforce, or through a public reimbursable source.

Why do people refer to Competitive Sourcing as "A-76?"

Competitive Sourcing is often referred to as "A-76" or an "A-76 Study" because the competitive sourcing process is governed by the policy in the Office of Management and Budget (OMB) Circular A-76, *Performance of Commercial Activities*. Sometimes this process is also referred to as "outsourcing" or "contracting-out," but this is incorrect. In a competitive process, there is no assumption that the private sector will win the competition and, therefore, be contracted out or outsourced. **Under Competitive Sourcing, the government has the choice to bid for the work and to potentially retain the function in house.**

What happens in Competitive Sourcing or an A-76 Study?

Essentially, the A-76 cost comparison process consists of five steps:

- (1) **Develop the Performance Work Statement (PWS).** The PWS is the cornerstone of the A-76 process, forming the technical requirements of the activity under competition and establishing performance based measures to ensure the government gets the services it needs.

- (2) **Develop the solicitation.** Building on the PWS, the solicitation forms the basis for the competition and establishes the level playing field for the government and the private sector to develop their bids.
- (3) **Develop the government's Most Efficient Organization (MEO).** This is the government's opportunity to design an organization that meets the requirements of the PWS and can compete with the private sector offeror.
- (4) **Develop the In-House Cost Estimate.** This is the government's bid price to perform the work in the PWS, and it is an estimate of government costs based on the resources used by the MEO; i.e., personnel, material and supplies, equipment, etc.
- (5) **Evaluate offers to determine the winner of the competition.** Once initial private sector bids or offers are received, these offers are evaluated and rated based on the guidelines established in the solicitation. Typically using best value criteria, the **one** best private sector offer is selected to compete against the MEO. A decision is made between the private sector bidder and the MEO based solely on lowest price. However, for the private sector bidder to win, their bid must beat the government's bid by more than ten percent of total personnel costs or \$10 million over the life of the contract.

How does Competitive Sourcing (A-76) differ from "outsourcing?"

Many people believe that competitive sourcing is the same as outsourcing or use the terms interchangeably; however there are important differences. A key distinction would be that typically an agency would make a management decision to "outsource" or contract out an activity and the government would not be able to compete for the work. Competitive sourcing is a structured process whereby the government has the opportunity to compete with the private sector to determine who will ultimately perform the work.

How does Competitive Sourcing (A-76) differ from privatization?

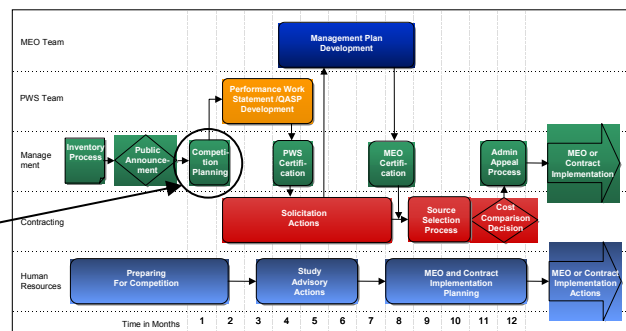
Privatization refers to a management decision by the government to get out of a given line of business and turn over operations and possibly assets to the private sector to perform that business. If a commercial activity is "privatized," the government completely divests itself of ownership and control of the activity. The competitive sourcing or A-76 process permits the government to compete with the private sector to determine who will perform the activity. In competitive sourcing, the government maintains ownership of the activity regardless of who wins the competition.

What are the benefits of Competitive Sourcing?

For the government, the competitive sourcing process consistently results in cost savings of 30 percent whether the government or the private sector wins the competition. Competition is the catalyst for producing these savings. In preparing for the competition, both the private sector and the government are highly motivated to create the most productive and cost-effective business operation possible—often maximizing the use of industry best practices, innovations, and new technology—to ensure they will be competitive, resulting in increased savings.

You say that the A-76 process can save the government money, but how much does going through this process cost?

The government has only recently started tracking all the costs associated with conducting an A-76 study and the results have not been uniformly documented. However, the facts that these are one-time costs and any savings in the performing organization are on-going for years usually mean the long-term savings outweigh the short-term costs.



COMPETITION PLANNING

Competition Planning Overview

During Competition Planning, the Functional Area Study Team (FAST) Leader and the Functional Area Study (FAS) Team prepare for the competition. For a typical study, this planning phase would last **up to** six weeks to accomplish the following key tasks:

- Identify roles and responsibilities for the key FAST members and ad hoc members
- Develop training plan
- Develop communications plan
- Validate scope of the A-76 Study/Competition
- Develop data collection methodology and plan
- Develop Plan of Actions and Milestones

It is also during Competition Planning that the FAST Leader will conduct the Workforce Briefing. The Workforce Briefing is an opportunity for the FAST Leader to educate the workforce on more details of the A-76 Study/Competition process including the proposed schedule. It is also an opportunity for the workforce to ask questions that have arisen since Public Announcement.

This process step corresponds to Step 1: Plan for Competition, in the *CS Guidebook*.

Competition Planning Description of Key Tasks

Although the Competition Planning step lasts only six weeks for the FAST, during this time the HR Specialist will initiate seven tasks to continue “preparing for competition” and initiate two tasks to begin “implementation planning.” To facilitate a smooth transition to the government’s Most Efficient Organization or to a contract, implementation planning should begin early in the A-76 Study/Competition process.

A. Prepare for Competition:

A-15. Develop an HR Action Plan to identify and schedule HR actions and resources that will be required during the A-76 Study/Competition

The HR Action Plan should be prepared during competition planning. It should identify roles and responsibilities as well as **to** identify the schedule and significant milestones. It will assist team members to meet timelines and help keep the **FAST Leader** informed of critical dates and events. Each Action Plan will have different timelines based on the size and scope of the organization change effort. Major items in the Action Plan should address:

- Ensuring that HR Specialists are trained to perform required tasks; e.g., RIF
- Ensuring there are an adequate resources to perform personnel actions; e.g., benefits counselors
- Identifying HR Specialists to support the effort
- Drafting and obtaining RIF and VSIP/VERA authority
- Briefing bargaining unit(s)
- Communicating with and educating the workforce

The DOE Human Capital Management website is a valuable resource for identifying all the tools available to the HR Specialist, <http://www.ma.mbe.doe.gov/pol/HCSindex.html>

See the CS Guidebook, Step 1: Plan for Competition, for more details on this step.

HR TASKS:

A. Prepare for Competition

B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

- Reviewing and revising position descriptions
- Verifying employee payroll information
- Verifying performance ratings and staffing patterns
- Ensuring RIF information is accurate and available (e.g., competitive area, levels, General Schedule/Federal Wage Schedule tables, etc.)
- Conducting Impact and Implementation bargaining
- Determining employee qualifications and, as needed, executing a mock RIF, executing actual RIF (including employee notices and enclosures)
- Conducting counseling and effecting required actions
- Conducting outplacement efforts
- Coordinating Right of First Refusal offers for A-76 competitions

This early planning will give the HR Specialist the ability to provide input to the overall A-76 Study/Competition schedule to accommodate HR actions where necessary.

A-16. Establish an HR Technical Reference Library for the A-76 Study/Competition

It is recommended that the HR Office establish a Technical Reference Library to aid in the locating and retrieval of important documents and information for the duration of the A-76 Study/Competition. At a minimum, the library should contain:

- Collective bargaining agreements
- Labor wage rate determinations and FWS and GS pay tables
- Organizational charts and mission statements for the existing organization
- Position classification reference materials
- Position descriptions for the existing organization
- Position descriptions for all organizations affected by the A-76 Study/Competition
- Retention registers and definitions of competitive areas and competitive levels
- Government's Most Efficient Organization (MEO) organizational charts and position descriptions (These documents are procurement sensitive and must be adequately secured to avoid compromising the MEO's competitive position)

It is **imperative** to keep all A-76 Study/Competition-related documents organized in a separate file cabinet and to control its access to prevent their loss or exposure to unauthorized personnel. The information **for the PWS** and on the MEO organization must be secured and access limited to only those personnel with a need to know.

A-17. Assist the Functional Area Study Team with developing the A-76 Study/Competition Action Plan and Communication Plan

During the FAST planning sessions, the HR Specialist should be prepared to discuss their role during the A-76 Study/Competition and to assist in developing the Action Plan and Communication Plan. The Action Plan establishes all of the separate actions to implement by certain dates to complete the organization change effort on time. **The Communication Plan identifies dates in the process to release specific information to all relevant parties during the A-76 Study/Competition effort.**

As part of the **Action Plan and** Communication Plan, the HR Specialist will be named and must be available to address employee and manager's questions and concerns throughout the effort.

A-18. Plan to attend Management Plan training with MEO Team

During Competition Planning, the HR Specialist should plan to attend Management Plan training with the MEO Team. This will provide an opportunity for the HR Specialist to understand **this part of the A-76 Study/Competition process and how they can contribute.**

A-19. Assist in preparing and presenting the Workforce Briefing

The Workforce Briefing **can** be very **difficult**; **employees may be in denial, angry, and/or very emotional.** The employees will have been learning about the A-76 Study/Competition and they will demand answers. The HR portion of the Workforce Briefing should cover the following:

- Reduction in Force rules and notification issues
- Repromotion opportunities
- Benefits (e.g., outplacement assistance, training, Department placement program registration, etc.)
- Labor and employee relations; bargaining unit involvement
- Use of VSIP/VERA and required approvals
- Agency placement program registration
- Other outplacement efforts
- Post-employment restrictions
- Discussion of Right of First Refusal, including entitlements
- **Remind employees to update their Official Personnel Folder (OPF)**

It is a good idea to work with Department's legal and contracting staff to develop and present a briefing to affected employees regarding post-employment restrictions, non-disclosure of sensitive information, prevention of conflicts of interest, and procurement integrity rules. **It may also be important to have a representative from the Employee Assistance Program present information on programs that are available to support employees during stressful times.**

If the affected employees are located both at Headquarters and Field Sites, the HR specialist will want to coordinate with Field Sites to ensure consistent information is being delivered to all affected employees.

A-20. Review and evaluate existing recruitment and promotion actions for employees in the A-76 Study/Competition

Review existing recruitment and promotion actions to determine their immediate need. The HR Specialist should discuss these actions with the FAST Leader and the FAST to determine if filling a vacancy or effecting a promotion could be delayed until the Most Efficient Organization (MEO) staffing plan is developed. Additionally, it is a good idea to review all recruitment actions during the course of the effort to determine if Full-Time permanent positions could be filled as temporary, part-time, or term appointments. Delaying current and anticipated recruitment actions for the organization under A-76 competition can help to reduce unwanted RIF impact.

If it is necessary to fill positions, perspective employees must be advised the position will be included in an A-76 Study/Competition and that the position could be eliminated as a result of the decision and that they could be displaced by more senior employees or even separated.

HR TASKS:

- A. Prepare for Competition*
- B. Study Advisory Actions*
- C. MEO and Contract Implementation Planning*
- D. MEO or Contract Implementation*

A-21. Plan and recommend actions to manage employee attrition during the A-76 Study/Competition

Once a function is selected for an A-76 Study/Competition, it frequently experiences a loss of personnel. Here, the role of the HR Specialist is to design short-term strategies to offset this loss of expertise. Strategies may include using temporary hires, term appointees, reemployed annuitants, loaned labor, and effectively managing separation dates.

Employees considering a transfer to another agency upon announcement of an A-76 Study/Competition should be apprised of the fact that their new agency may also be subject to an A-76 Study/Competition. This may help employees to better weigh risks associated with a decision to transfer.

C. MEO and Contract Implementation Planning:

C-1. Review competitive areas, levels, and service computation dates

DOE Offices have already established their competitive areas, which are typically single activities either in a single or in multiple local commuting area(s). At the discretion of the Department, combining two or more existing competitive areas (e.g., two or more activities in the same or in multiple local commuting areas) may allow for the creation of larger competitive areas, which may reduce the need for conducting multiple RIFs.

The HR Specialist should advise managers regarding combining competitive areas, when appropriate, to ensure appropriate and efficient RIF competition when implementing A-76 Study/Competition results. Consider discussing the advantages and disadvantages of different competitive area configurations with the FAST Leader. A new competitive area, if determined appropriate, must be established at least 90 days before the RIF's effective date, and employee retention registers may need to be updated.

C-2. Identify and plan to implement options, such as early out, buy out, retirement, priority placement, training, etc., that can be made available to affected employees

Competition Planning Checklist of Key Tasks

	COMPETITION PLANNING: KEY TASKS		√
A. PREPARE FOR COMPETITION	A-15. Develop an HR Action Plan to identify and schedule HR actions and resources that will be required during the A-76 Study/Competition	Study specific	
	A-16. Establish an HR Technical Reference Library for the A-76 Study/Competition	Study specific	
	A-17. Assist the Functional Area Study Team with developing the A-76 Study/Competition Action Plan and Communication Plan	Study specific	
	A-18. Plan to attend Management Plan training with MEO Team	Study specific	
	A-19. Assist in preparing and presenting the Workforce Briefing	Study specific	
	A-20. Review and evaluate existing recruitment and promotion actions for employees in the A-76 Study/Competition	Study specific	
	A-21. Plan and recommend actions to manage employee attrition during the A-76 Study/Competition	Department-wide	

HR TASKS:

A. Prepare for Competition

B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

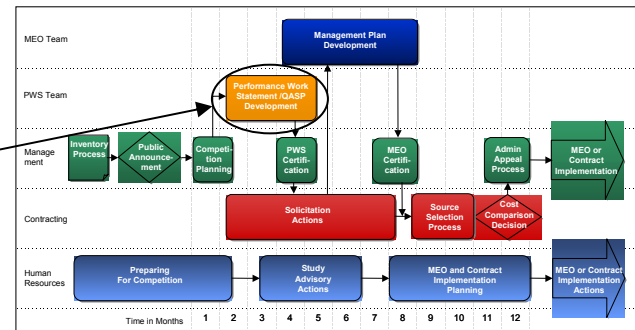
C. IMPLEMENTATION PLANNING	COMPETITION PLANNING: KEY TASKS		✓
	C-1. Review competitive areas, levels, and service computation dates	Depart- ment- wide	
	C-2. Identify and plan to implement options, such as early out, buy-out, retirement, priority placement, training, etc., that can be made available to affected employees	Study specific	

Frequently Asked Questions

A-76 Studies/Competitions may take over a year to complete. Given this time frame, should personnel actions be held pending study completion?

This will have to be determined on a study-by-study, case-by-case basis. The HR Specialist should discuss any personnel actions with the FAST Leader and the FAST to determine if filling a vacancy or effecting a promotion could be delayed until the Most Efficient Organization (MEO) staffing plan is developed. Additionally, it is a good idea to review all recruitment actions during the course of the effort to determine if Full-Time permanent positions could be filled as temporary, part-time, or term appointments. Delaying current and anticipated recruitment actions for the organization under A-76 competition can help to reduce unwanted RIF impact.

PERFORMANCE WORK STATEMENT AND QUALITY ASSURANCE SURVEILLANCE PLAN DEVELOPMENT



Performance Work Statement and Quality Assurance Surveillance Plan Development Overview

The Performance Work Statement (PWS) is the cornerstone of the competition process. The PWS is a description of the work to be performed, performance standards and timeframes. It is the basis for the technical performance section of the solicitation. Contractor proposals and the government in-house organization's Management Plan are based on the work described in the PWS.

Based on the requirements in the PWS, the Quality Assurance Surveillance Plan (QASP) is developed. The purpose of the QASP is to provide a planned process for measuring the performance of the service provider against the requirements in the PWS. The Department will assign Quality Assurance Evaluators, who are external to the selected provider, to implement the QASP.

The FAST Leader designates the PWS Team. The PWS Team is comprised of technical and functional experts and is responsible for (1) developing the PWS, QASP, supporting workload data, and any information relating to the activity being competed; (2) determining government furnished property and services, and (3) assisting the Contracting Officer in developing the solicitation. To avoid any appearance of conflict of interest PWS Team members may not be members of the MEO Team.

The *CS Guidebook* breaks the PWS/QASP development process down into three distinct steps: Step 2: Develop PWS and QASP, Step 3: Review and Revise PWS and QASP, and Step 4: Obtain Higher Level Approval of PWS and QASP. These internal reviews are key to the successful development of the PWS. The first review in Step 3 is to ensure that all the important issues that were raised during Step 2 have been adequately reflected in the PWS and QASP. The high level review provides final approval to the draft PWS and QASP. During this review, the PWS and QASP are reviewed, revised, and then officially approved by the PWS Certifying Authority.

The PWS Certifying Authority is appointed by the FAST Leader to certify that the requirements in the PWS are satisfactory to meet mission requirements. The PWS Certifying Authority is independent of the PWS Team, is normally two levels above the most senior person directly affected by the study, and is functionally knowledgeable of the mission requirements.

PWS and QASP Development Description of Key Tasks

During PWS development, the HR Specialist serves as an advisor to the PWS Team. Typically, this advisory role is limited to providing information on personnel qualifications that might be needed to develop PWS requirements.

Although the HR Specialist may not have specific tasks associated with the development of the PWS, during the PWS and QASP development, the HR Specialist should begin three additional tasks for implementation planning, and continue to work on the implementation planning tasks initiated during Competition Planning.

Refer to OMB Circular A-76 for specific policy governing the Solicitation and the QASP.

Read the details

*Key Players:
Contracting Officer
PWS Team
Functional Manager
PWS Certifying Authority*

B. Study Advisory Actions:

B-1. Advise PWS Team on an as-needed basis

The Performance Work Statement usually contains sections on Service Provider Personnel, Security Requirements, and Employee Training. Agencies may establish requirements for specific credentials, such as registrations, licenses, or certificates, as conditions of employment or when they are required for satisfactory job performance. If necessary, the HR Specialist may provide advice to ensure that in-house qualifications, certification, or licensing requirements are appropriate.

It is important to note that the HR Specialist provide only advisory assistance to the PWS Team or the Contracting Officer otherwise there may be a conflict of interest that would prohibit their providing assistance to the related MEO Team and planning for implementation. In the Government Accounting Office (GAO) Jones-Hill decision, GAO ruled that an individual who works to on the PWS Team is forbidden to work on the MEO Team. In addition, it will be necessary for the HR Specialist to sign a non-disclosure agreement.

If the PWS development requires significant involvement of the HR Specialist, then a different HR Specialist must assist the MEO Team and planning for implementation to avoid any perception of conflict of interest. Significant involvement is when the HR Specialist has knowledge of the requirements and/or participates in decision making for the PWS.

C. MEO and Contract Implementation Planning:

C-4. Determine any necessary stipulations that may need to be included in the PWS/solicitation to facilitate HR Implementation Actions

The HR Office or the HR Specialist may want to provide input to the PWS Team and/or Contracting Officer regarding contract requirements for transition or phase-in timelines. Determination of transition timeframes that are realistic for the Department to implement personnel actions may provide valuable insight in establishing the transition timelines. Considering the unique rules that govern personnel action in the federal government will become even more important if the government's MEO must adhere to the transition timeframe requirements in the solicitation.

C-5. Collect PDs for all positions affected by the A-76 Study/Competition

This task is actually preparation to assist the PWS Team, the MEO Team, and to begin implementation planning. It begins with collecting position descriptions for affected positions. Management should already have current position descriptions. These position descriptions will be useful to the PWS Team as they work to identify specific tasks, skills, and certifications that may be necessary to include in the PWS. The MEO Team will use them to review current positions in regard to designing the government's MEO. HR will use the position descriptions to establish a baseline for implementation planning.

C-6. Ensure the affected employee's Office of Personnel File (OPF) is current

The HR Specialist should obtain current personnel employment data from each affected employee, verify the data, and enter revised employee information into the Department's automated personnel system. Ultimately, however, review of the OPF is the employee's responsibility.

HR TASKS:

A. Prepare for Competition

B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

One of the most important services the HR Specialist will provide to an activity undergoing an A-76 Study/Competition is to ensure that employee information is current and up-to-date. This serves two purposes. First, it shows the employees that their HR organization is directly involved and helping them during their A-76 Study/Competition. Second, it will help to identify who may ultimately work in the Most Efficient Organization. It is especially important that the HR Specialist verify the accuracy and completeness of the employee's latest Standard Form (SF) 50, Notification of Personnel Action, since this information will become the basis for any future Reduction in Force (RIF) action.

Upon completing the employees' records update, it is a good idea to review and revise retention registers to verify the correct assignment of position incumbents to their appropriate competitive level.

C-7. Be prepared to meet with affected employees in the A-76 Study/Competition to review their OPF and to discuss their available options

Employees may wish to update their Official Personnel Folder (OPF) to verify its content and accuracy. It is possible that employees will possess official documents regarding employment and training not contained in their OPF, and the HR Specialist may need to obtain copies of these documents and revise the information profile.

PWS and QASP Development Checklist of Key Tasks

	PWS/QASP: KEY TASKS		√
B. ADVISORY ACTIONS	B-1. Advise PWS Team on an as-needed basis	Study specific	
C. IMPLEMENTATION PLANNING	C-4. Determine any necessary stipulations that may need to be included in the PWS/solicitation to facilitate HR Implementation Actions	Study specific	
	C-5. Collect PDs for all positions affected by the A-76 Study/Competition	Study specific	
	C-6. Ensure the affected employee's Office of Personnel File (OPF) is current	Study specific	
	C-7. Be prepared to meet with affected employees in the A-76 Study/Competition to review their OPF and to discuss their available options	Study specific	

Frequently Asked Questions

Will a contractor be required to follow the same regulations as A-76? Will there be a "level playing field" for the government and the contractor?

Yes. The Performance Work Statement will define the contract requirements. The contractor and the government will be submitting bids based on the requirements stated in the Performance Work Statement. The requirements will be the same for both the contractor and government. The Performance Work Statement will express contractual requirements in terms of desired performance and outputs; in most cases, it will not direct the service provider as to

HR TASKS:

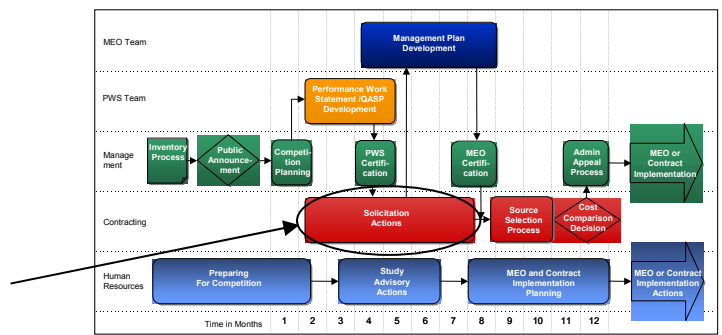
A. Prepare for Competition

B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

how to accomplish the work. Therefore, some local instructions, policies and guidance that are currently used in performing the work may not be incorporated into the Performance Work Statement, or may be incorporated in a manner that makes their use elective. In those cases, both the MEO and the private sector bidder will be able to decide how to accomplish the work, which may or may not include use of current policies and instructions.



SOLICITATION ACTIONS

Solicitation Actions Overview

During Solicitation Actions, the contracting officer (CO) conducts (1) presolicitation actions, (2) prepares and issues the solicitation, and (3) then receives the offers from the government and the private sector. The solicitation is a document requesting or inviting offerors to submit offers. Solicitations basically consist of a draft contract describing the services required and provisions on preparing and submitting offers.

Presolicitation actions include activities that are focused on developing a quality solicitation. The FAST PWS Team **may conduct** informal market research to determine how the function under study is actually performed and contracted for in the private sector. An announcement is published in *FEDBIZOPPS* notifying private industry that the government is seeking to identify vendors who have the capability and interest in performing the required services. The CO may hold a presolicitation meeting to gather industry input for incorporation into the solicitation.

During preparation of the solicitation, the CO, in conjunction with the FAST Leader and the FAST PWS Team, determines which type of contract to use for the solicitation. The contracting officer reviews the PWS for sufficiency and incorporates it, along with other required contract clauses, into the solicitation. One contract clause that must be included in A-76 Studies/Competition solicitations is the Right of First Refusal of Employment clause. This clause ensures that federal employees whose positions are eliminated if an activity is outsourced will be given priority for employment with the winning contractor. The contracting officer and the FAST PWS Team also work together in developing the criteria by which the offers will be evaluated. This step also entails the government's receipt and initial processing of these offers.

This process step corresponds to Step 5: Conduct Presolicitation Actions, Step 6: Prepare and Issue Solicitation, and Step 8: Respond to Solicitation, in the *CS Guidebook*.

Solicitation Actions Definition of Key Tasks

During this part of the process, the HR Specialist continues to work on those implementation planning actions initiated earlier. The HR Specialist must be available to advise and assist the Contracting Officer if necessary.

B-2. Advise Contracting Officer on an as needed basis to prepare solicitation

The HR Specialist may need to provide additional information on personnel qualifications or requirements.

C-8. Review solicitation to ensure that Right of First Refusal clause has been inserted

The HR Specialist should get a copy of the solicitation and check to see if the Right of First Refusal clause has been included. If the competition is won by the private sector, the HR Specialist will work with the contracting office to coordinate the employees Right of First Refusal for contractor vacancies and work with the contracting office to ensure contractor

Key Players:
FAST Team Leader
Contracting Officer
FAST PWS Team

HR TASKS:
A. Prepare for Competition
B. Study Advisory Actions
C. MEO and Contract Implementation Planning
D. MEO or Contract Implementation

compliance. This task is discussed in detail in the Most Efficient Organization or Contract Implement chapter, task D-9.

Solicitation Actions Checklist of Key Tasks

	SOLICITATION ACTIONS: KEY TASKS		√
B. ADVISORY ACTIONS	B-2. Advise Contracting Officer on an as needed basis to prepare solicitation	Study specific	
C. IMPLEMENTATION PLANNING	C-8. Review solicitation to ensure that Right of First Refusal clause has been inserted	Study specific	

HR TASKS:

A. Prepare for Competition

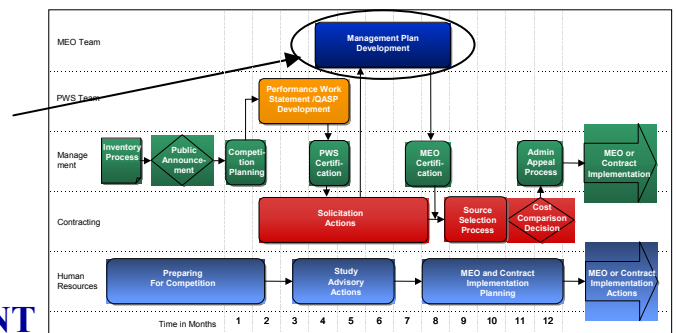
B. Study Advisory Actions
C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

Frequently Asked Questions

Can other government agencies bid on the contract?

Yes.



MANAGEMENT PLAN DEVELOPMENT

Management Plan Development Overview

The Management Plan (MP) consists of the Most Efficient Organization (MEO) Concept of Operations document, a Transition Plan (TP), an In-House Cost Estimate (IHCE), and a Technical Performance Plan (TPP). The MP is the government's in-house organization's "offer" that is compared to the selected best value offer submitted by the private sector and/or other public sector organizations. The FAST MEO Team is responsible for developing the government's Management Plan.

The development of the MP is an iterative process and begins with creating the government's MEO. The FAST MEO Team may consider any prior business case analysis, business process reengineering, or organizational analysis efforts that have been conducted. The TP describes the organization's plan to move from the current organizational structure to the MEO while maintaining performance levels. The IHCE is based on the proposed MEO's performance of the PWS and documents the calculation of the government's cost for the competition. The Technical Performance Plan (TPP) is the government's proposal for meeting the performance requirements of the PWS. All of these tasks are interrelated, developed concurrently and, therefore, can begin at any time during development of the MP.

The MP must reflect the scope of work defined in the PWS developed in Step 2 and support the performance requirements included in that document. The completion of the MP concludes the primary involvement of the FAST MEO Team.

This process step corresponds with Step 7: Develop the Management Plan in the CS Guidebook.

Management Plan Development Description of Key Tasks

During the development of the MP, the HR Specialist will focus on four tasks that provide the FAST MEO Team with position management guidance, information, and recommendations, as well as to review, finalize, and certify the MEO position descriptions. In addition, the HR Specialist will continue with more detailed implementation planning. **The HR Specialist will need to work closely with the MEO Team to ensure that the MP is complete and can be submitted to the Contracting Officer by exact date and time set forth in the solicitation.**

B-3. Provide guidance on obtaining salary, wage, and benefit information as required by the MEO Team

The HR Specialist may be required to provide salary, wage, and benefit information as required by the FAST MEO Team. Typically this information is available on the OPM website and readily available to the FAST MEO Team. However, if there are any positions under different pay/classification systems, the HR Specialist will need to provide this information.

In an increasingly interdependent world, leaders will have to understand how to work with and through others. No one person can possibly master all the divergent sources of information necessary to make good decisions.
--Dave Ulrich

The Office of Personnel Management website is <http://www.opm.gov/>

*Key Players:
FAST Leader
Senior Management
Functional Manager
MP Team Leader / MP Team
Budget Officials
Bargaining Unit
Competitive Sourcing / A-76 Office*

B-4. Provide advice on position management for the MEO

There are many important aspects to staffing the MEO. Position management is a systematic approach to arranging work in a manner that serves mission needs most effectively and economically. It involves determining: the need for positions; the required skills and knowledge; the best organization, grouping, and assignment of duties and responsibilities among positions; and organizing positions into an effective structure to achieve the work.

To achieve effective position management, your goal as an HR Specialist is to assist the MEO Team in considering the following position management components:

- Required number of positions
- Duties and job content of positions
- Relationships among positions
- Ratio of supervisory to non-supervisory positions
- Ratio of professional/technical/clerical positions
- Ratio of direct and indirect positions to overhead positions
- Resolving position management problems, including:
 - A too narrow span of control, where more supervisors exist than are necessary
 - Excessive layering, where organizations are split into many small segments
 - Fragmentation, where higher grade duties are split among several positions
 - Unnecessary positions (e.g., excessive use of deputy and assistant positions)
- Advising on position design considerations, including:
 - Career opportunities
 - Employee utilization
 - Funds availability
 - Job structuring
 - Labor market analysis
 - Upward mobility

The objective of the MEO Team is to develop an optimal organization structure with improved work methods so that the in-house organization costs no more than necessary and can successfully compete with contractors and Inter-Service Support Agreements (ISSA) providers. Personnel costs often represent the most significant cost of operation and accurately establishing these costs improves the MEO's ability to both reduce costs and successfully compete and potentially win.

The basis for MEO position structure and grading is the definition of work described in the PWS. The PWS describes workloads, required skills, and necessary training. The organization change team may find it helpful to “map” the PWS work requirements to staffing requirements when developing the MEO staffing plan. This method allows an objective approach for determining minimum staffing requirements. This information, in context with classification standards and guides, will allow the HR Specialist and the FAST MEO Team to determine position types, grades, and the number of positions needed to support the MEO.

It is often a fact that traditional line and staff organizations are usually not conducive to creating Most Efficient Organizations. This is often due to excessive supervisory layering, narrow spans of supervisory control, and single function positions. While there is no one formula for building a successful MEO, certain techniques will allow for greater organizational flexibility and reduced cost. These include:

- Replacing supervisors with team leaders
- Increasing spans of control
- Establishing multi-functional positions

Reallocating some supervisory duties among team leaders is an effective method for reducing cost. Making team leaders responsible for assigning daily work, on a rotational basis, is an effective technique that helps to build teamwork.

HR TASKS:

A. Prepare for Competition

B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

Increasing supervisory spans of control can reduce unnecessary layering and help achieve reduced cost. It is essential to keep administrative overhead positions to an absolute minimum in the MEO since they add little substantive value to mission accomplishment, but add to the cost of operation. Creating multi-functional positions, while helping reduce MEO costs, can allow employees to learn and apply new skills, give them greater confidence and job mastery, and increase their employability. Examples of multi-functional positions include:

- Chemist/Agronomist
- Computer Programmer/Analyst/Operator
- Management/Budget/Program Analyst

Combining related duties into a single position when insufficient workload exists to staff a single full-time position can help reduce staffing less than full-time positions. As the FAST MEO Team develops the MEO staffing plan, it may discover that current positions do not sufficiently match the type of work required by the PWS. If this happens, the HR Specialist should work with the FAST MEO Team in developing appropriate position descriptions. Please note that this situation is extremely rare; in most cases, existing positions are usually sufficient to accomplish the required work.

Grades must be commensurate with the work performed if the MEO is to succeed. Consider the following two methods when conducting MEO position grading. The FAST MEO Team should consider revising grades when similar private sector positions are paying considerably more or less.

Some MEOs can benefit from establishing upward mobility positions that offer potential for advancement. This serves two purposes. First, it helps to retain employees by giving them an expectation of greater responsibility and pay. Second, it allows the MEO some flexibility to cover future attrition. For example, one method to determine the feasibility of using upward mobility positions would be if the MEO has at least five (5) fixed-grade journey-level positions in a particular job series. Consistent with achieving work requirements, one or two of the positions could be designated as upward mobility positions and reggraded to lower grades in the position series. Remember that while these positions will cost less during the initial years of MEO performance, their costs will increase as employees' advance.

Reference the Administrative Flexibilities Guide for recruiting and retention strategies for the MEO at: <http://www.ma.mbe.doe.gov/pol/HCSIndex.html>

B-6. Provide information on recruiting and retention strategies for the MEO

The HR Specialist can refer to the DOE Human Capital Management Strategies for recruiting and retention strategies for the MEO.

B-7. Conduct Labor Market Analysis to support staffing requirements for MEO

The HR Specialist may need to prepare a labor market analysis to fill any anticipated vacancies that will occur during the course of the A-76 Study/Competition. Consider preparing a labor market analysis if:

- The activity involved in the effort has historically had difficulty in recruiting employees directly from traditional sources of candidates
- The activity is geographically remote from adequate sources of labor
- The activity's product involves research and development or requires employees that possess critical technological competencies

At a minimum, the Labor Market analysis should identify:

- All anticipated departures and retirements that will occur during the term of the organization change effort
- External recruitment sources

- Impediments to hiring (e.g., geographic remoteness, hiring freezes, underfunding, etc.)
- Sources for temporary position backfill (e.g., employee diversion)

The goal here is to anticipate any losses and to be able to identify sources to fill positions with qualified employees. Sources of potential applicants and employees include:

- Internet employment referral providers
- State and local government employee referrals
- Status applicant files

C-9. Review, finalize, and certify MEO position descriptions

Position descriptions for each position must be developed once the FAST MEO Team has determined the organization's structure. The FAST MEO Team, with advice and assistance from the HR Specialist, should revise or write advisory position descriptions. HR Specialists and managers with delegated classification authority must ensure that the position descriptions remain within the outline of duties agreed to so that the grades will not exceed those required by the MEO. Performance of quality control responsibilities is often an important element of the MEO and the HR Specialist should work closely with the FAST MEO Team to ensure position descriptions include quality control duties where required. As soon as all positions have been documented, the structure of the MEO should be finalized so that the implementation planning can be very specific; this detailed planning will ensure that MEO can be implemented on a timely basis if the activity's offer is selected the winner for the A-76 competition.

C-10. Actively participate in development of Phase-In Plan for MEO

The Phase-In Plan or Transition Plan (TP) describes the actions needed to effect the change from the current operation to the new operation including MEO, contractor, or ISSA. Its intent is to minimize disruption and adverse impacts of implementing the MEO and to identify all capitalization and startup requirements.

The HR Specialist should be involved in developing the Phase-In Plan/TP to understand the required personnel action and to recommend achievable milestones. After having ensured that timelines for personnel actions are realistic and complete, the HR Specialist will use the TP to staff the MEO. HR Specialists must complete all personnel actions and personnel moves in accordance with the provisions of the TP, and where applicable, request necessary extensions in a timely manner.

The HR Specialist must review the TP to ensure that milestones do not conflict with federal and Department personnel policies (e.g., implementing a RIF during the December-January holiday period). It is also necessary to ensure accomplishment of personnel actions in a timely manner, and if this is not possible, the HR Specialist should request appropriate time extension.

C-11. Using MEO Phase-In Plan, develop Employee Transition Plan for Department to transition to MEO

The Transition Plan (TP) that is part of the Management Plan (MP) is usually very high level and will not contain the detail necessary for HR to adequately plan for employee transition; therefore, the HR Specialist should develop an Employee Transition Plan for use by HR that focuses specifically on the personnel actions necessary to implement the MEO. The HR Specialist will have to consider the Department's budget constraints in planning for relocation, retraining, severance, buy outs, etc. It is beneficial to develop this Employee

HR TASKS:

A. Prepare for Competition

B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

Transition Plan as early in the process as practical so that all the proper negotiations and approvals can be obtained.

It is important to remember that when developing the Employee Transition Plan for transition to MEO, the HR Specialist will know the final staffing of the MEO. This information is highly sensitive and any Employee Transition Plan materials that contain this information must be kept secure to avoid compromising the competitive position of the MEO.

C-12. Using solicitation, develop Employee Transition Plan for Department to transition to contractor

This task is similar to C-11, except the HR Specialist must prepare the Employee Transition Plan for transition to contractor operations. In this scenario, the HR Specialist must develop an Employee Transition Plan that assumes that all the employees under study will be displaced. Reasonable estimates will need to be made to determine how many federal employees will likely be hired by the contractor; historical data is useful in developing these estimates. In addition, the HR Specialist will need to work with the FAST Leader to estimate how many federal employees will be needed for contract administration and quality assurance evaluators.

C-13. Assist the FAST MEO Team in computing one-time conversion costs

The HR Specialist may be required to assist the FAST MEO Team in developing one-time conversion costs for conversion from the current government organization to the MEO and from the MEO to the contractor. This will be important for both developing the In-House Cost Estimate (IHCE) and for budgeting within the Department.

Conversion from the current government organization to the MEO may include costs such as: recruiting, relocation, and training.

Conversion to the contractor is calculated using a standard factor of four percent of base pay for the first full year of performance as governed by the OMB Circular No. A-76. For the IHCE, win.COMPARE² calculates this cost automatically. The concern for the Department is that they should estimate the actual conversion costs so that they can budget accordingly. Furthermore, in those cases where the actual costs are much greater than the costs calculated using the standard factor, the Department may choose to use the estimate of actual conversion costs.

One way to determine these costs is to conduct a mock RIF to identify the various personnel actions required under two sets of assumptions:

- Conversion of present operation to Most Efficient Organization performance
- Conversion of present operation to contractor or ISSA performance

The mock RIF should be realistic rather than “worst case.” This is important since costs developed as a result of the mock RIF may be used in the IHCE and could cause an appeal if they are incorrectly stated. The HR Specialist may then develop further information from historical data, employee questionnaires, and other means such as the number of anticipated retiring employees, employees separating with severance pay, and employees who will accept relocation. The HR Specialist can use this information to develop one-time conversion costs such as retraining and relocation costs, etc.

C-14. If required, conduct Mock RIF

Mock RIFs, though not required, can be a good way of estimating one-time conversion costs. It is a good idea to identify the activity’s RIF history (e.g., special qualifications, promotion patterns, etc.) well in advance of conducting the mock RIF. The

HR TASKS:

- A. Prepare for Competition*
- B. Study Advisory Actions*
- C. MEO and Contract Implementation Planning*
- D. MEO or Contract Implementation*

initial stages of preparation for a mock RIF are similar to those of an actual RIF. You should verify that:

- Employee records are up-to-date so that qualification determinations will be accurate
- Competitive areas are established
- Competitive levels are accurate, well-documented, and current
- An adequate number of staffing specialists are knowledgeable of Office of Personnel Management and DOE RIF rules/requirements, automated RIF processing systems, as well as DOE placement regulations
- Retention registers are accurate and current (e.g., performance appraisals are up-to-date, veterans' preferences are verified, service computation dates are accurate, etc.)
- The HR Specialist is prepared to meet the information and assistance requirements of employees and labor organizations

Documentation requirements include the following:

- The cost data resulting from the mock RIF must be supported by sufficient documentation to show the logical sequence of computations for all determinations
- The cost data should not contain any employee information
- The mock RIF and cost data are sensitive in nature and must be kept confidential

Here, the HR Specialist is primarily responsible for providing projections of what will happen to employees including informing employees of changes to their salaries and benefits resulting from conversion to the MEO and advising employees of their rights to various benefits if they separate or are adversely affected. They also may be required to furnish actual cost estimates, based on those assumptions, for the personnel portion of the one-time conversion costs (such as severance pay) to the MEO Team for inclusion in the In-House Cost Estimate.

C-15. Determine and plan for recruitment actions to staff MEO

Based on the Labor Market Analysis and the Employee Transition Plan, the HR Specialist should identify and plan for recruitment actions to staff the MEO. This becomes important because of the sometimes long lead time necessary to recruit federal employees. The MEO will need to be implemented within the timelines established in the solicitation. Any concerns about meeting this timeline should be raised to the FASTL immediately.

HR TASKS:

A. Prepare for Competition

B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

Management Plan Development Checklist of Key Tasks

	MANAGEMENT PLAN DEVELOPMENT: KEY TASKS		√
B. ADVISORY ACTIONS	B-3. Provide guidance on obtaining salary, wage, benefit information as required by the MEO Team	Study specific	
	B-4. Provide advice on position management for the MEO	Study specific	
	B-5. Provide information on innovative strategies for creating positions for the MEO	Study specific	
	B-6. Provide information on recruiting and retention strategies for the MEO	Study specific	
	B-7. Conduct Labor Market Analysis to support staffing requirements for MEO	Study specific	
C. IMPLEMENTATION PLANNING	C-9. Review, finalize, and certify MEO position descriptions	Study specific	
	C-10. Actively participate in development of Phase-In Plan for MEO	Study specific	
	C-11. Using MEO Phase-In Plan, develop Employee Transition Plan for Department to transition to MEO	Study specific	
	C-12. Using solicitation, develop Employee Transition Plan for Department to transition to contractor	Study specific	
	C-13. Assist the MEO Team in computing one-time conversion costs	Study specific	
	C-14. If required, conduct Mock RIF	Study specific	
	C-16. Determine and plan for recruitment actions to staff MEO	Study specific	

HR TASKS:

A. Prepare for Competition

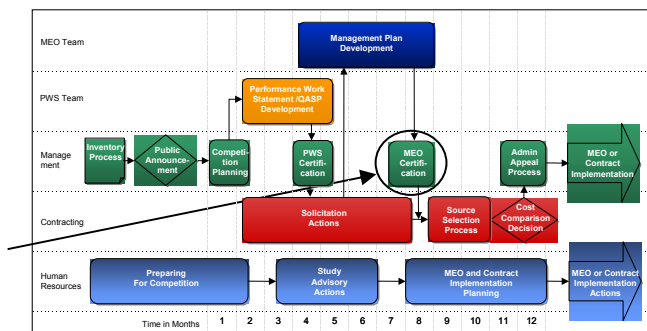
B. Study Advisory Actions

C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

Frequently Asked Questions

MEO CERTIFICATION



MEO Certification Overview

The MEO Certifying Official certifies that the government's proposed MEO can perform the work required in the PWS, the Technical Performance Plan meets the requirements of the solicitation, and the costs in the In-House Cost Estimate (IHCE) accurately reflect the government's cost to perform the work. The FAST Leader appoints the MEO Certifying Authority. The MEO Certifying Authority is independent of the FAST MEO Team and is normally two levels above the most senior person directly affected by the study and is functionally knowledgeable of requirements of the work under study.

The OMB Circular No. A-76 also requires an independent review. In this step, the Independent Review Officer (IRO) reviews the PWS, QASP, and the MP including the MEO, IHCE, TPP and the TP, along with all supporting documentation. The purpose of the review is to certify that data contained in the Management Plan reasonably establishes the government's ability to perform the PWS within the resources provided by the MEO and to ensure that all costs in the IHCE are fully justified. The IRO is appointed by the Executive Steering Group and is not associated directly with the functional area under study.

This step corresponds with Step 9: Perform Independent Review in the *CS Guidebook*.

MEO Certification Description of Key Tasks

During this process step, the HR Specialist will need to be prepared to answer questions and provide supporting documentation to the MEO Certifying Official and the Independent Review Officer (IRO) as necessary. The FAST MEO Team will need to have the MEO position descriptions properly classified and approved prior to MEO Certification. The Independent Review Officer will not certify the MP unless the MEO position descriptions are properly classified and approved.

The HR Specialist will continue with the implementation planning actions started previously that have not been completed.

B-8. Provide information to MEO Certifying Official to support proposed MEO on an as needed basis

The MEO Certifying Official may request to see the documentation and supporting data for determination of the positions and grades, salary/benefit information, labor market analysis, one-time conversion costs, mock RIF, etc.

Key Players:
Executive Steering Group
FAST MEO Team
Independent Review
Offices

HR TASKS:
A. Prepare for
Competition
B. Study Advisory Actions
C. MEO and Contract
Implementation
Planning
D. MEO or Contract
Implementation

MEO Certification Checklist of Key Tasks

	MEO CERTIFICATION: KEY TASKS		√
B. ADVISORY ACTIONS	B-8. Provide information to MEO Certifying Official to support proposed MEO on an as needed basis	Study specific	

HR TASKS:

A. Prepare for Competition

B. Study Advisory Actions

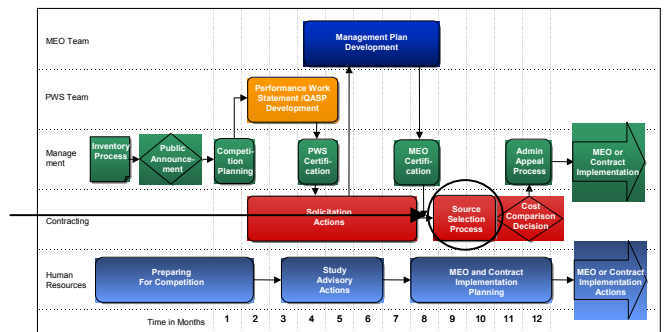
C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

Frequently Asked Questions

Who is the MEO Certifying Official? Who is the Independent Review Officer? What is their relationship?

The FAST Leader appoints the MEO Certifying Official. The MEO Certifying Authority is independent of the FAST MEO Team and is normally two levels above the most senior person directly affected by the study and is functionally knowledgeable of requirements of the work under study. The IRO is appointed by the Executive Steering Group and is not associated directly with the functional area under study. The MEO Certifying Official and the IRO Officer are independent of each other.



SOURCE SELECTION PROCESS

Source Selection Process Overview

The purpose of source selection is to evaluate contractor offers and select the offer that will be compared to the government's proposal. The Contracting Officer (CO) has overall responsibility for managing the Source Selection Process. A Technical Evaluation Panel (TEP)—convened by the CO—conducts an evaluation of the technical proposal. The Source Selection Authority (SSA), who may not be involved in the development of the government's MEO and Management Plan documents, concurs with the panel's recommendation, or, requires reconsideration of other choices.

Activities in this step are governed by the Federal Acquisition Regulation (FAR), Department of Energy Acquisition Regulation (DEAR), DOE acquisition instructions and by OMB Circular No. A-76 and the A-76 Supplemental Handbook.

This step in the process corresponds to Step 10: Evaluate Proposals, Step 11: Obtain Prenegotiation Clearance Approval, Step 12: Conduct Discussions with Offerors, and Step 13: Obtain Final Clearance Approval for Selection of Best Value Contractor Proposal in the CS Guidebook.

Key Players:
FAST Leader Contracting Officer
Technical Evaluation Panel
Source Selection Authority
Higher Level Approval Authority
FAST MEO Team

Source Selection Process Description of Key Tasks

B-9. Provide information to Source Selection Authority to support proposed MEO on an as needed basis

The Source Selection Authority may request to see the documentation and supporting data for determination of the positions and grades, salary/benefit information, labor market analysis, one-time conversion costs, mock RIF, etc.

HR TASKS:
A. Prepare for Competition
B. Study Advisory Actions
C. MEO and Contract Implementation Planning
D. MEO or Contract Implementation

Source Selection Process Checklist of Key Tasks

	SOURCE SELECTION: KEY TASKS		✓
B. ADVISORY ACTIONS	B-9. Provide information to Source Selection Authority to support proposed MEO on an as needed basis	Study specific	

Frequently Asked Questions

Are there other types of evaluations?

There are no restrictions on the kinds of evaluation factors which may be used, as long as they are disclosed in the Request for Proposals (RFP) and related to the objectives of the procurement. Specific factors used will depend on the particular requirement; however, they will generally fall into three major categories: 1) technical, 2) business/management, and 3) cost.

What, if any, rules apply to the technical evaluation?

Technical evaluation must be conducted using only the criteria published in the RFQ. The technical evaluation must be directed to the proposal itself, the offeror's capabilities in relation to it, and the evaluation criteria—that is, technical proposals should not be evaluated in comparison with each other. Example of technical evaluation factors include: offeror's understanding of the requirements; offeror's related experience as a corporate entity; proposed approach to accomplish the objectives; and past performance.

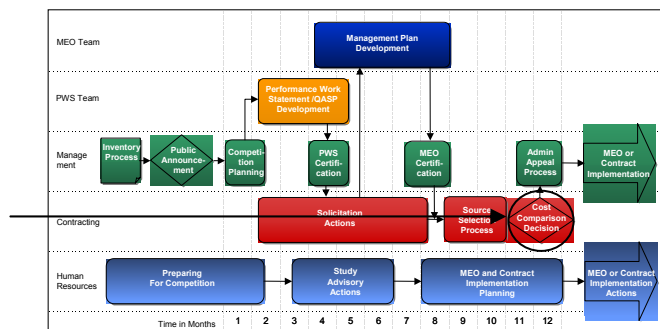
HR TASKS:

*A. Prepare for
Competition*

B. Study Advisory Actions

*C. MEO and Contract
Implementation
Planning*

*D. MEO or Contract
Implementation*



COST COMPARISON DECISION

Cost Comparison Decision Overview

The purpose of this step is to compare the best value proposal with the government proposal prepared by MEO Team and make a tentative selection decision. The cost comparison is managed by the contracting officer and conducted in two stages: (1) the first stage is reviewing the government (in-house) and contractor technical proposals to ensure they are providing an equal level of service, and (2) the second stage is a review of the government and contractor cost proposals. When the reviews are completed the best value offeror's costs are entered in the Cost Comparison Form and the cost comparison is performed to determine who is selected to perform the work. When the initial cost comparison is complete, the tentative decision is announced.

It is recommended that the contracting officer first meet with the FAST Leader to discuss and plan the public announcement of the tentative decision. It is recommended that the FAST Leader, as owner of the process, announce the tentative decision. All supporting documentation must be made publicly available at the time of the announcement of the tentative decision and must include, at a minimum, the in-house and contractor cost estimates, performance standards, the PWS and the MP.

This process step corresponds with Step 14: Compare Government and Contractor Proposals and Step 15: Announce Tentative Decision in the *CS Guidebook*.

Key Players:
FAST Leader
Contracting Officer

Cost Comparison Decision Description of Key Tasks

It is during this time that HR prepares to support the Functional Area Study Team (FAST) Leader in announcing the Tentative Decision.

HR TASKS:
A. Prepare for Competition
B. Study Advisory Actions
C. MEO and Contract Implementation Planning
D. MEO or Contract Implementation

D-1. Prepare to announce Tentative Decision to affected employees

It is very important that management and HR anticipate and prepare to answer general questions from employees at Tentative Decision. This time in the A-76 Competition process is probably one of the most difficult for employees, especially if the Tentative Decision is to the contractor. **Even if the Tentative Decision is to the government's MEO, employees will still be impacted.** Employees will benefit from simply stated, straight-forward, consistent information at this time in the competitive sourcing process to allay their fears.

Information that could be made available includes: transition timeframes, Employee Assistance Program (EAP), placement rights, etc.

D-2. Attend announcement of Tentative Decision to affected employees

The Tentative Decision is a formal announcement made to employees and it is important for the HR Specialist to attend announcement of Tentative Decision to answer HR-related questions.

D-3. If Tentative Decision is in favor of MEO, begin recruitment actions

The decision to begin recruitment actions will be made by the FAST Leader. This decision will probably have been made during the implementation planning and the development of the Employee Transition Plan. It is at this time that HR may begin the implementation actions.

HR TASKS:

- A. Prepare for Competition***
- B. Study Advisory Actions***
- C. MEO and Contract Implementation Planning***
- D. MEO or Contract Implementation***

Cost Comparison Decision Checklist of Key Tasks

	COST COMPARISON DECISION: KEY TASKS		√
D. IMPLEMENTATION ACTIONS	D-1. Prepare to announce Tentative Decision to affected employees	Study specific	
	D-2. Attend announcement of Tentative Decision to affected employees	Study specific	
	D-3. If Tentative Decision is in favor of MEO, begin recruitment actions	Study specific	

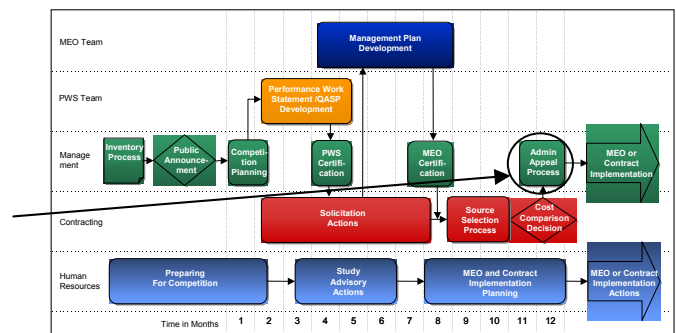
Frequently Asked Questions

Can HR begin recruitment actions based on Tentative Decision award to the MEO?

Yes, however, vacancy announcements should stipulate that filling the positions will be contingent on award to the government's MEO. The HR Specialist will work with the MEO Team to develop the Transition Plan which will identify the timeline for recruitment actions.

If the Tentative Decision award is to the contractor, what actions can HR perform?

The HR Specialist will work with the MEO Team to develop the Transition Plan which will identify the timeline for recruitment actions.



ADMINISTRATIVE APPEAL PROCESS

Administrative Appeal Process Overview

The Administrative Appeal Process provides directly interested parties an opportunity to have an independent agency official review the Tentative Decision. Directly interested parties are defined as the Agency Tender Official that submitted the Agency Tender, a private sector offeror, or the official that certifies the public reimbursable tender. The independent Department official is designated the Administrative Appeal Authority (AAA) and is an inherently governmental Department official who is independent of the activity being competed, the FASTL, Contracting Officer (CO), and the Source Selection Authority (SSA). The Office of Hearings and Appeals serves as DOE's AAA.

Following the Tentative Decision, DOE will allow directly interested parties to review the decision documentation (the completed Standard Competition Form (SCF) and Agency or Public Reimbursable Tenders) to determine whether to submit an appeal. Appeals must be submitted to the CO in writing within 10 working days (15 working days for a complex competition) after the decision documentation has been made available. For an appeal to be considered, it may address only the following issues:

- **Regulatory Compliance.** Factual questions regarding an Agency's compliance with OMB Circular A-76.
- **Costs.** Factual questions regarding compliance with OMB Circular A-76 Costing guideline.
- **Source Selection.** Specific questions regarding how the SSA conducted the source selection process and determined that the level of performance meets the requirements of the solicitation or was based upon a "Cost Technical Trade-off."

The AAA may permit a 10 working day comment period for all directly interested parties to comment on eligible appeals. The AAA will then simultaneously evaluate all eligible appeals (and comments) and issue a single Administrative Appeal Process Decision within 30 working days (or 45 for a complex competition).

The SSA and the FASTL will then implement the Administrative Appeal Process Decision and the final Performance Decision will be made.

Administrative Appeal Process Description of Key Tasks

During the Administrative Appeal Process, the HR Specialists must follow the appeal to determine if the timelines in the Employee Transition Plan of the MEO Transition Plan will need to be adjusted. The HR Specialist should not conduct any transition actions without approval from FAST Leader.

B-10. Provide information to Administrative Appeal Authority to support Administrative Appeal Process on an as needed basis

HR Specialist should be available to address any questions or concerns from the Administrative Appeal Authority (AAA).

Refer to OMB Circular A-76 for complete detail of the Administrative Appeal Process

The HR Specialist should know who the AAA will be early in the competition process to ensure that independence from the HR Specialist, CO, and SSA is maintained.

Federal employees are not considered a directly interested party and may not submit an appeal. The ATO would submit an appeal on their behalf.

HR TASKS:

- Prepare for Competition*
- Study Advisory Actions*
- MEO and Contract Implementation Planning*
- MEO or Contract Implementation*

Administrative Appeal Process Checklist of Key Tasks

	ADMINISTRATIVE APPEAL PROCESS: KEY TASKS		√
B. ADVISORY ACTIONS	B-10. Provide information to Administrative Appeal Authority to support Administrative Appeal Process on an as needed basis	Study specific	

HR TASKS:

*A. Prepare for
Competition*

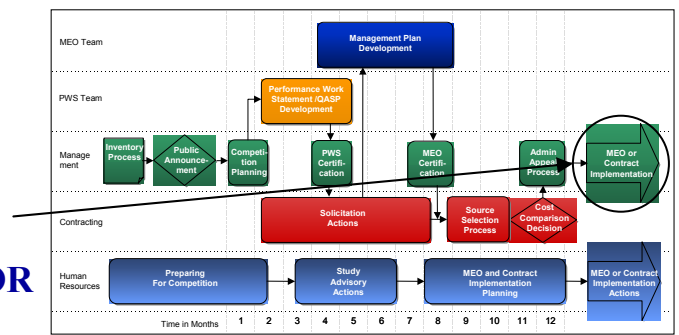
B. Study Advisory Actions

*C. MEO and Contract
Implementation
Planning*

*D. MEO or Contract
Implementation*

Frequently Asked Questions

MOST EFFECTIVE ORGANIZATION OR CONTRACT IMPLEMENTATION



MEO or Contract Implementation Overview

Following the **Final Decision**, the government's Most Efficient Organization or the contract will be implemented.

MEO or Contract Implementation Description of Key Tasks

The key to successful implementation will be the implementation planning that has been going on for months prior to Final Decision. It is at this time that the HR Specialist will execute according to the plan.

D-4. Prepare to announce Final Decision to affected employees

Similar to Public Announcement and Tentative Decision, Final Decision is another very difficult time for employees. Preparation should be made to ensure that employees receive simply stated, straight-forward, consistent information to allay their fears.

D-5. Attend announcement of Final Decision to affected employees

It is important for the HR Specialist in support of the FAST Leader to be at the Final Decision announcement to answer HR-related questions.

D-6. Staff the Most Efficient Organization (MEO)

Staffing the MEO requires that the HR Specialist implement the revised position descriptions. This will require initiation of SF-52 actions to implement new position descriptions. Generally, most incumbent employees will qualify for positions in the Most Efficient Organization, however; some employees may opt for early or discontinued service retirement and this may necessitate recruitment actions to replace losses. The HR Specialist should coordinate training requirements if employees will be required to implement new processes and procedures to expedite the MEO's operational capability.

D-7. Conduct employee transition actions

Along with completing the actions listed below, the HR Specialist will need to initiate recruitment actions for contract administration positions in the event of a contractor Performance Decision. OMB Circular A-76 establishes the number of positions and titles/grades for providing contract administration.

The HR Specialist should request approval of Voluntary Separation Incentives Pay (VSIP) and Voluntary Early Retirement Authority (VERA). If the Department has a VSIP or VERA program, consider using them at least 30 days before issuing RIF separation notices when the acceptance of VSIP will avoid or minimize the need for involuntary RIF separations

FAR 52.207-3 Right of First Refusal can be found at

HR TASKS:

- A. Prepare for Competition*
- B. Study Advisory Actions*
- C. MEO and Contract Implementation Planning*
- D. MEO or Contract Implementation*

and will save money. In determining the timing of the VSIP/VERA offering, activities need to consider premature exposure of the MEO, since the request for approval of VSIP/VERA may contain information useful to private sector bidders.

A RIF is usually needed to implement the MEO or to abolish an in-house activity before conversion to contractor operation. Preparation for the RIF may already have been accomplished during a mock RIF, but the initiation of an actual RIF requires a higher level of precision that may not have been performed during the mock RIF. Activities anticipating an A-76 competition should ensure that projected RIF separations are identified in their Department's annual RIF determination plan. RIF costs are usually not allowed as a One-Time Conversion cost since agencies normally include the cost to conduct a RIF in their annual budget submission.

RIF notices cannot be issued before a final Performance Decision is made to either the Most Efficient Organization or the successful contractor or ISSA provider. In addition, authority to issue RIF notices must have been granted by the appropriate officials within the Department. It is suggested that RIF notices be issued within one week after the date of a Performance Decision to implement the MEO or convert to contractor or ISSA performance has been received from the Department's headquarters.

In accordance with specific requirements of labor contracts, the HR Specialist may need to notify labor organizations when it is determined that RIF actions are necessary.

The Department internal placement program is normally the primary vehicle for placing employees who have been, or will be, adversely affected by RIF.

D-8. Conduct employee outplacement actions

Possibly the most challenging role the HR Specialist will play in an organization change effort will be to help provide employment opportunities for displaced workers. It is highly recommended that HR Specialists contact Federal, State, local, and private sector employers to determine the viability of displaced worker's placement opportunities well in advance of RIF execution and to ensure all available employment sources are made available to employees. The U.S. Office of Personnel Management and the U.S. Department of Labor provide many services to assist agencies with placement and retraining assistance, and access to employment programs.

Several outplacement programs are available to assist displaced employees. In addition to a Department's Reemployment Priority List (RPL), internal placement program, and the Presidential memoranda authorize additional career transition assistance for federal employees during a period of severe federal downsizing.

The RPL may be used by agencies to give reemployment consideration to their former competitive service employees separated by RIF or fully recovered from a compensable injury after more than one year

The Career Transition Assistance Plan (CTAP) implements the President's memorandum dated September 12, 1995, to establish a special interdepartmental career transition assistance program for Federal employees. The CTAP is a government-wide placement program operated under the provisions of 5 CFR Part 330.407, Eligibility for the Interagency Career Transition Assistance Plan. Under the CTAP, eligible employees can receive placement consideration for positions in other Federal agencies.

D-9. Coordinate Right of First Refusal for contractor vacancies and work with Contracting Office to ensure contractor compliance

The Right of First Refusal is defined as the requirement that the contractor shall give Department government employees, displaced as a result of the conversion to contractor or

HR TASKS:

- A. Prepare for Competition*
- B. Study Advisory Actions*
- C. MEO and Contract Implementation Planning*
- D. MEO or Contract Implementation*

ISSA performance, to accept or reject employment openings for which they are qualified, before considering other applicants. The Right of First Refusal clause is only satisfied by offers of employment that are made after the date of issuance of Reduction in Force notices.

Eligible Employees. An eligible employee is an employee separated or changed to a lower grade because of conversion to contractor or ISSA performance. Temporary employees are eligible if their appointments extend beyond the date of the Performance Decision. The Right of First Refusal applies to employees in function(s) converted to contractor or ISSA performance and to employees outside the function(s) adversely affected by conversion through the exercise of displacement, bumping, or retreat rights.

Employment Openings. Employment openings are any vacant positions within the contractor or ISSA activity, except for managerial positions, that become available during the first 90 days of contractor or ISSA performance.

Responsibility. The Human Resources Advisor along with the Contracting Officer must monitor the contractor or ISSA provider's adherence to the Right of First Refusal clause. The terms of the contract will be violated and subject to cancellation if the contractor fails to offer the Right of First Refusal.

Procedures for Implementation of Right of First Refusal. Consider implementing the following actions to ensure that employees receive appropriate consideration for employment:

- By the date of the contractor or ISSA Performance Decision, the HR Specialist should give the new service provider an estimate of the number of employees who may be eligible under the Right of First Refusal clause and request a sufficient number of employment application forms. If the new service provider does not have specific forms, the HR Specialist should ascertain the information required for employment application and make it available to eligible employees.
- The HR Specialist should inform each employee in writing of the Right of First Refusal clause and it is a good idea for employees to attend counseling sessions or meetings to receive more information about the clause and implementing procedures to help ensure contractor compliance. Inform the employees of the procedure for application to the new service provider and, if needed, supply them with necessary application forms.
- The HR Specialist should compile a list of names of employees whose positions will be abolished and who will receive RIF separation or change to lower grade notices as a result of the contractor or ISSA Performance Decision. The HR Specialist should forward this list to the new service provider, via the Contracting Officer, as soon as possible for job consideration. Additionally, once employees affected by bump and retreat have been identified, these names should also be provided to the new service provider.
- The new service provider determines which employees are qualified and selected for vacancies.

The HR Specialist should request that the new service provider disclose the following additional information:

- Names of employees who were not qualified for jobs and written statements citing specific reasons for non-qualification
- Names of employees who were not offered jobs because there were not enough vacancies

HR TASKS:

- A. Prepare for Competition*
- B. Study Advisory Actions*
- C. MEO and Contract Implementation Planning*
- D. MEO or Contract Implementation*

MEO or Contract Implementation Checklist of Key Tasks

	IMPLEMENTATION: KEY TASKS		√
D. IMPLEMENTATION ACTIONS	D-4. Prepare to announce Final Decision to affected employees	Study specific	
	D-5. Attend announcement of Final Decision to affected employees	Study specific	
	D-6. Staff the Most Efficient Organization (MEO)	Study specific	
	D-7. Conduct employee transition actions	Study specific	
	D-8. Conduct employee outplacement actions	Study specific	
	D-9. Coordinate Right of First Refusal for contractor vacancies and work with Contracting Office to ensure contractor compliance	Study specific	

HR TASKS:

- A. Prepare for Competition
- B. Study Advisory Actions
- C. MEO and Contract Implementation Planning

D. MEO or Contract Implementation

Frequently Asked Questions

Will a contractor's performance be held to the same standards as government employees?

Yes. If a contractor wins the A-76 competition, its performance will be monitored under the Quality Assurance Surveillance Plan (QASP), which is created by the government prior to award. The QASP is the basis by which Federal employees will oversee in-house (government) or contract performance to ensure that the standards of the Performance Work Statement are met within the price offered.

If the contractor wins the bid, how will the interface between the contractor and the government work?

The Performance Work Statement will define the work required under the contract and identify interfaces between the private sector contractor and the remaining government organization. The contractor will be required to explain how these interfaces will work.

If a function is contracted out, could this same function be returned to an in-house function in the future?

Contracts awarded under OMB Circular No. A-76 procedures are reviewed at least every five years to determine if continued contract performance is cost effective for the government. This review would evaluate whether it would be more economical to continue to contract the function or return it to its in-house operation. If the evidence suggests the latter, then a formal competition would be initiated to determine if the function should be resumed in-house.

What if the contractor wins the bid and then cannot accomplish the work?

First, contractors submitting offers to perform the work specified in the Performance Work Statement must clearly identify how they plan to accomplish the work. This information is closely scrutinized to determine if it meets the solicitation's standards and is feasible. All offers are subjected to this in-depth evaluation. Second, stringent oversight provisions will be

It takes two to speak the truth—one to speak, and another to hear.
--Henry David Thoreau

included in the QASP to monitor contractor performance. In the unlikely event that a contractor should fail and the contract is terminated, there are numerous contingency measures that may be taken. If this failure should occur soon after award, the next highest bidder could be considered or another solicitation could be issued for rebid. Accomplishing the work in the interim could be done by various means, including temporary assistance contracts, use of reservists, transfer of employees, Interservice Support Agreements, transporting the property to another site, etc.

Are “eligible employees” guaranteed a position with the contractor?

No. The contractor has the discretion to determine who is qualified.

What should HR do if they believe the contractor is rejecting qualified employees?

Notify the Office of Competitive Sourcing and the Contracting Officer immediately

Can employees appeal non-selection by the contractor?

No.

HR TASKS:

- A. Prepare for Competition*
- B. Study Advisory Actions*
- C. MEO and Contract Implementation Planning*
- D. MEO or Contract Implementation*

APPENDIX A

Glossary of Terms and Acronyms

A-76 Timeline: The DOE Office of Competitive Sourcing/A-76 15-Step process, outlined in this Guidebook, for completing a CA Study.

Action Plan: A description of specific steps, including milestones, timelines, and data collection methodology to be performed during the CA Study.

Commercial Activity (CA): A commercial activity is the process resulting in a product or service that is or could be obtained from a private sector source. Agency missions may be accomplished through commercial facilities and resources, government facilities and resources or mixes thereof, depending upon the product, service, type of mission and the equipment required.

Office of Competitive Sourcing/A-76 = (OCS)

Cost Comparison Form (CCF): The form prescribed by OMB Circular A-76 and related DOE instructions for making adjustments to and comparing In-House Cost Estimates with contractor offers.

Cost Comparison: A process for determining whether it is more economical to acquire the needed products or services from a commercial source or from an existing or proposed in-house CA, following the procedures in OMB Circular A-76 and related DOE instructions.

FAST Team Leader: The person chosen by the Competitive Sourcing Executive Steering Group to lead the FAST.

Federal Acquisition Regulation (FAR): Uniform policies and procedures for acquisition by executive agencies. The FAR is jointly prescribed, prepared, issued and maintained by the Department of Defense, the General Services Administration, and the National Aeronautics and Space Administration.

Functional Manager: The most senior manager responsible for a specific function within an office. In many cases, the functional manager may be a senior manager.

Human Resources Office = (HRO)

Inherently Governmental. A function so intimately related to the public interest as to mandate performance by government employee.

In-House Cost Estimate = (IHCE): The government's cost estimate for the MEO performance of the requirements in the PWS.

Independent Review Official = (IRO)

Management Plan (MP): A plan that identifies the organizational structure, staffing and operating procedures required to perform the requirements of the PWS. The MP Plan includes the development of the following documents: Most Efficient Organization (MEO), In-House Cost Estimate (IHCE), Technical Performance Plan (TPP) and Transition Plan (TP).

Office of Management and Budget = (OMB)

Performance Work Statement (PWS): Describes the work to be performed, including results or outputs. The PWS is the basis for the resulting solicitation and the government's proposal for performing the required work.

Proposal (FAR 31.001): Any offer or other submission used as a basis for pricing a contract, contract modification, or termination settlement or for securing payments thereunder.

Public Affairs Office = (PAO)

Quality Assurance Evaluator = (QAE): An individual responsible for evaluating the performance of work performed under a PWS.

Quality Assurance Surveillance Plan = (QASP): Describes procedures the government will use to ensure that the actual performance of a successful contractor's proposal meets the requirements of the PWS. The QASP also forms the basis for the Post-Most Efficient Organization Review, which is an evaluation of performance of commercial activities that are retained in-house.

Solicitation: A document requesting or inviting offerors to submit offers. Solicitations basically consist of (a) a draft contract and (b) provisions on preparing and submitting offers.

Source Selection (FAR 15.612): The process of soliciting and evaluating offers for award. Formal source selections usually involve the:

- Establishment of a group (e.g., a Source Selection Board) to evaluate proposals
- Naming of a Source Selection Authority
- Preparation of a written source selection plan

Source Selection Authority = (SSA)

Statement of Work = (SOW): The complete description of work to be performed under the contract, encompassing all specifications and standards established or referenced in the contract. The SOW constitutes Part C of the Uniform Contract Format. SOW differs from PWSs in that they are not performance oriented while PWSs are performance oriented.

Transition Plan: Details the government's plan to implement the MEO.

WINCOMPARE²: Department of Defense software tool for completing the Cost Comparison Form that has been adopted for use by DOE.

APPENDIX B
Summary of Key Hr Tasks

A. PREPARE FOR COMPETITION	INVENTORY PROCESS: KEY TASKS		√
	A-1. Work with management to ensure that all PDs are up-to-date and reflect work the employee is currently performing	Department-wide	
	A-2. Review PDs to ensure that classification is correct and applied consistently	Department-wide	
	A-3. If requested, provide input for identifying and packaging positions for the upcoming A-76 Studies/Competitions	Department-wide	
	A-4. Identify and plan for HR resources to support planned A-76 Studies/Competitions	Department-wide	
	A-5. Identify and plan to implement options, such as early out, buy-out, and retirement, etc., that can be made available to employees prior to decisions on planned A-76 Studies/Competitions	Department-wide	
	A-6. Collect and prepare HR and financial data to support the Competitive Sourcing Program	Department-wide	
	A-7. Plan for Competitive Sourcing Training for all HR personnel	Department-wide	
A. PREPARE FOR COMPETITION	PUBLIC ANNOUNCEMENT: KEY TASKS		√
	A-8. Identify /assign HR Specialist to act as primary point of contact for HR support to the A-76 Study/Competition	Study specific	
	A-9. Meet with Functional Area Study Team Leader (FASTL) to discuss HR support to the A-76 Study/Competition	Study specific	
	A-10. Identify employees who are affected by the A-76 Study/Competition	Study specific	
	A-11. Assist the FASTL in understanding employee rights, responsibilities, and involvement in the A-76 Study/Competition	Study specific	
	A-12. Assist the FASTL in understanding Bargaining unit involvement in the A-76 Study/Competition	Study specific	
	A-13. Prepare for Public Announcement	Study specific	
	A-14. Attend Town Hall meetings for employees	Study specific	

	COMPETITION PLANNING: KEY TASKS		√
A. PREPARE FOR COMPETITION	A-15. Develop an HR Action Plan to identify and schedule HR actions and resources that will be required during the A-76 Study/Competition	Study specific	
	A-16. Establish an HR Technical Reference Library for the A-76 Study/Competition	Study specific	
	A-17. Assist the Functional Area Study Team with developing the A-76 Study/Competition Action Plan and Communication Plan	Study specific	
	A-18. Plan to attend Management Plan training with MEO Team	Study specific	
	A-19. Assist in preparing and presenting the Workforce Briefing	Study specific	
	A-20. Review and evaluate existing recruitment and promotion actions for employees in the A-76 Study/Competition	Study specific	
	A-21. Plan and recommend actions to manage employee attrition during the A-76 Study/Competition	Department wide	
C. IMPLEMENTATION PLANNING	C-1. Review competitive areas, levels, and service computation dates	Department-wide	
	C-2. Identify and plan to implement options, such as early out, buy-out, retirement, priority placement, training, etc., that can be made available to affected employees	Study specific	
	PWS/QASP: KEY TASKS		√
B. ADVISORY ACTIONS	B-1. Advise PWS Team on an as-needed basis	Study specific	
C. IMPLEMENTATION PLANNING	C-4. Determine any necessary stipulations that may need to be included in the PWS/solicitation to facilitate HR Implementation Actions	Study specific	
	C-5. Collect PDs for all positions affected by the A-76 Study/Competition	Study specific	
	C-6. Ensure the affected employee's Office of Personnel File (OPF) is current	Study specific	
	C-7. Be prepared to meet with affected employees in the A-76 Study/Competition to review their OPF and to discuss their available options	Study specific	
	SOLICITATION ACTIONS: KEY TASKS		√
B. ADVISORY ACTIONS	B-2. Advise Contracting Officer on an as needed basis to prepare solicitation	Study specific	
C. IMPLEMENTATION PLANNING	C-8. Review solicitation to ensure that Right of First Refusal clause has been inserted	Study specific	
	MANAGEMENT PLAN DEVELOPMENT: KEY TASKS		√
B. ADVISORY ACTIONS	B-3. Provide guidance on obtaining salary, wage, benefit information as required by the MEO Team	Study specific	
	B-4. Provide advice on position management for the MEO	Study specific	
	B-5. Provide information on innovative strategies for creating positions for the MEO	Study specific	

C. IMPLEMENTATION PLANNING	B-6. Provide information on recruiting and retention strategies for the MEO	Study specific	
	B-7. Conduct Labor Market Analysis to support staffing requirements for MEO	Study specific	
	C-9. Review, finalize, and certify MEO position descriptions	Study specific	
	C-10. Actively participate in development of Phase-In Plan for MEO	Study specific	
	C-11. Using MEO Phase-In Plan, develop Employee Transition Plan for Department to transition to MEO	Study specific	
	C-12. Using solicitation, develop Employee Transition Plan for Department to transition to contractor	Study specific	
	C-13. Assist the MEO Team in computing one-time conversion costs	Study specific	
	C-14. If required, conduct Mock RIF	Study specific	
	C-16. Determine and plan for recruitment actions to staff MEO	Study specific	
	MEO CERTIFICATION: KEY TASKS		√
B. ADVISORY ACTIONS	B-8. Provide information to MEO Certifying Official to support proposed MEO on an as needed basis	Study specific	
	SOURCE SELECTION: KEY TASKS		√
B. ADVISORY ACTIONS	B-9. Provide information to Source Selection Authority to support proposed MEO on an as needed basis	Study specific	
	COST COMPARISON DECISION: KEY TASKS		√
D. IMPLEMENTATION ACTIONS	D-1. Prepare to announce Tentative Decision to affected employees	Study specific	
	D-2. Attend announcement of Tentative Decision to affected employees	Study specific	
D. IMPLEMENTATION ACTIONS	D-3. If Tentative Decision is in favor of MEO, begin recruitment actions	Study specific	
	ADMINISTRATIVE APPEAL PROCESS: KEY TASKS		√
B. ADVISORY ACTIONS	B-10. Provide information to Administrative Appeal Authority to support Administrative Appeal Process on an as needed basis	Study specific	
	IMPLEMENTATION: KEY TASKS		√
D. IMPLEMENTATION ACTIONS	D-4. Prepare to announce Final Decision to affected employees	Study specific	
	D-5. Attend announcement of Final Decision to affected employees	Study specific	
	D-6. Staff the Most Efficient Organization (MEO)	Study specific	
	D-7. Conduct employee transition actions	Study specific	
	D-8. Conduct employee outplacement actions	Study specific	
	D-9. Coordinate Right of First Refusal for contractor vacancies and work with Contracting Office to ensure contractor compliance	Study specific	

APPENDIX C

HR Support Options to A-76 Studies/Competitions

HR Support to A-76 Studies/Competitions can be provided a variety of ways depending on the nature of HR involvement and the availability of HR resources. Table C-1 provides three possible options for your consideration. Each HR Office will need to determine a strategy that works best for their office and the A-76 Studies/Competitions they are supporting. These options are not the only ways

Table C-1: HR Support Options

Option 1	Option 2	Option 3
Assign one individual HR Specialist to support each A-76 Study/Competition	Assign two separate individuals to support each A-76 Study/Competition; one to support workforce briefings, the employees, and the PWS Team and one to support the MEO Team and implementation planning	Designate a team of HR Specialists to support all the A-76 Study/Competitions. Assign one HR Specialist as the primary point of contact for each A-76 Study/Competition
Advantages: <ul style="list-style-type: none"> Continuity of support provides one individual with a complete understanding of the facts and issues to assist employees and the FAST May be assigned full-time to the study, which may increase ability to focus on the A-76 Study/Competition and to be more responsive to the FAST 	Advantages: <ul style="list-style-type: none"> Eliminates the possibility for conflict of interest Workload is divided between two individuals 	Advantages: <ul style="list-style-type: none"> Using different team members to support the PWS and the MEO Team eliminates the possibility for conflict of interest Team members can specialize in different areas of support resulting in greater expertise and responsiveness to the FAST Workload for any one individual should be lessened
Disadvantages: <ul style="list-style-type: none"> Need to ensure that support to the PWS Team is minimal to eliminate any real or perceived conflict of interest For a large study, the workload may be too great for one individual 	Disadvantages: <ul style="list-style-type: none"> Requires two individuals to understand all the facts and issues, yet they cannot support each other 	Disadvantages: <ul style="list-style-type: none"> As new team members are brought on to support different areas, time will be needed to get them up-to-speed on all the facts and issues HR Office may not have the resources to provide a team

APPENDIX D

HR Role in the Competitive Sourcing Process

